

CalWORKs

California Families Working Together

ANNUAL SUMMARY

August 2023

CALIFORNIA DEPARTMENT OF SOCIAL SERVICES
FAMILY ENGAGEMENT AND EMPOWERMENT DIVISION



CDSS

CALIFORNIA
DEPARTMENT OF
SOCIAL SERVICES

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Preface

This report is produced pursuant to the [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 the California Work Opportunity and Responsibility to Kids (CalWORKs) program, covering caseload dynamics, demographics of families and children living in poverty and deep poverty in the program, 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 appropriated to DSS. Progress toward an annual report 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 2023 CalWORKs Annual Summary is the eighth iteration of this report.](#)

Welfare and Institutions Code (WIC) Section 11334.6(a), pursuant to Senate Bill (SB) 1041 (Chapter 47, Statutes of 2012), added the following provision into law:

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

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

The CalWORKs Annual Summary fulfills these reporting requirements.

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2023 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 (WTW) program, and impacts of recent policy changes. The first of these reports, *The CalWORKs Annual Summary*, was presented in July 2015. Subsequent editions were presented each year to broadly coincide with the budget calendar. The 2023 CalWORKs Annual Summary consists of eleven chapters that highlight the components of the CalWORKs program required in the supplemental report language, as well as other topics determined through an inclusive stakeholder process.

Highlights

- 2020 and 2021 were dominated by the disruption caused by the COVID-19 pandemic. Temporary and permanent adjustments to the CalWORKs program were made to maintain the programs' mission to provide assistance to California families.¹
- The Annual Summary uses the most current data available. For some analyses, the latest data available covers the receipt of CalWORKs assistance and services during calendar year 2021 or fiscal year (FY) 2020-21, during the pandemic. Where possible, CDSS uses data from FY 2022-23.
- Despite pandemic-related disruptions, child poverty (as measured by the Supplemental Poverty Measure or SPM) fell to its lowest recorded level in 2021. The number of children in poverty in California fell from 1.6 million in 2019 to 648,000 in 2021, reducing the child poverty rate from 19% to under 8% over that span (using the SPM). This is due to the unprecedented expansion of state and federal supports during the pandemic. Chapter 9 outlines the combined anti-poverty effects in the context of the CalWORKs caseload.
- With the expiration of pandemic assistance, some families receiving CalWORKs who were lifted above the SPM poverty threshold will fall back below the SPM poverty threshold. For example, assistance units with one adult and two children that make under \$800 a month (the income levels of the vast majority of families with this household composition) will likely fall back into poverty as defined by the SPM starting in 2023.
- Provisions of Assembly Bill (AB) 79 (Chapter 11, Statutes of 2020) contained in WIC Sections 11454, 11454.1, and 11454.5 instituted changes to the CalWORKs program, such as removing the CalWORKs 24-Month Time Clock (24MTC) limit to allow flexible

¹ Some data tables in this report are from Federal Fiscal Year 2021 which are the latest data available at the time of preparing this report.

activities and services for a participant's total time on aid, while also increasing the maximum lifetime aid limit from 48 to 60 months (these changes became effective May 1, 2022).

- Provisions of AB 79 contained in WIC Section 11523 “paused” county California Outcomes and Accountability Review (Cal-OAR) participation requirements for one year (FY 2020-21) and changed the Cal-OAR Continuous Quality Improvement (CQI) cycle from three to five years ongoing. Cal-OAR was relaunched in July 2021.
- The California Department of Social Services (CDSS) updated the Benefit and Resource Model infographic which incorporates the SPM along with the National School Lunch Program, the California Earned Income Tax Credit, and the utility assistance programs (Chapter 9).
- In response to requirements of the 2021 Human Services omnibus budget trailer bill (AB 135, Section 44), which added Section 11523.6 to the WIC, CDSS launched the Racial Equity Implicit Bias (REIB) Statewide Initiative. The statute requires CDSS and its partners to develop and implement resources and training to further embed equity and inclusion into policy, practice, and outcome measures.
- With the agreement to extend the federal debt ceiling, H.R 3746, the Fiscal Responsibility Act, changes were made to Temporary Assistance for Needy Families (TANF). CDSS CalWORKs is charged with additional reporting requirements to track and report on employment, wages, and educational outcomes for families as well as adult high school graduation rates. New Cal-OAR performance measures are in development to meet these regulations, planned for implementation in October 2024.

Chapter Summaries

Chapter One – Caseload Dynamics provides a comprehensive overview of the CalWORKs caseload. The chapter begins with the characteristics of the families receiving assistance funded by TANF/Maintenance-of-Effort (MOE)-funding, and a look at the CalWORKs caseload that reflects the “move-out” of the Safety-Net, Fleeing Felon, and Long-Term Sanction populations from the TANF/MOE funding stream. This analysis presents important attributes of the TANF/MOE funded CalWORKs population, including average Assistance Unit (AU) size, benefit amounts, average number of children in CalWORKs families, percentage with monthly earnings, average and median time on aid, and more. Chapter One concludes with a longitudinal depiction of the quarterly CalWORKs caseload from FY 2012-13 through FY 2020-2021, as well as data reporting CalWORKs annual applications and denials in FY 2020-21.

Chapter Two – Benefit and Earning Levels provides information about income levels required for benefit eligibility and corresponding benefit levels. This chapter presents the average monthly CalWORKs caseload and grant, a historical look at the Maximum Aid Payment (MAP) and maximum CalFresh (California’s version of the federal Supplemental Nutrition Assistance Program or SNAP) allotment, figures displaying changes in the earned income limits for CalWORKs adult recipients over time, and other descriptive statistics.

Chapter Three – Fiscal Overview provides a brief, high-level financial picture of the CalWORKs program, including funding sources and major expenditure categories. California primarily funds CalWORKs from the annual federal TANF block grant, with the State and counties contributing additional financial resources in MOE funding. This chapter also includes the distribution of funds across various program components, which illustrates that approximately 90 percent of CalWORKs expenditures are for 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 through today. Changes highlighted in the 2023 Annual Summary include modifications to the CalWORKs program designed to address the disruption caused by the COVID-19 pandemic and to promote a more human-centered approach to program delivery.

Chapter Five – Welfare-to-Work Participation provides details of the WTW program and population. The chapter includes a description of the differences between CalWORKs and TANF participation requirements and a historical quarterly analysis of the WTW caseload. The chapter continues with California’s federal work participation rate (WPR) trends through Federal Fiscal Year (FFY) 2021 and concludes with an account of California’s WPR status.

Chapter Six – CalWORKs Outcomes and Accountability Review provides more information about the Cal-OAR continuous quality improvement initiative. This chapter includes an overview of Cal-OAR, its objectives and methods, and initial findings.

Chapter Seven – 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. This section includes an executive level description of the REIB Statewide Initiative and its actions to date.

Chapter Eight – Supportive Services provides details about the support CalWORKs families could receive in addition to their cash aid, including food benefits via the CalFresh program and Medi-Cal coverage. Additionally, this chapter presents information about the Child Care resources available to CalWORKs recipients, advance standard payments for WTW participants attending publicly funded postsecondary educational institutions, and the numbers and types of other supportive services provided to participants in the WTW program.

Chapter Nine – Poverty Measures and Poverty Rates describes the anti-poverty impacts of the various supports that make up the State and federal safety net. Mirroring the SPM, the report offers a visualization of the benefits available to a “typical” CalWORKs family at various income levels. The chapter also contextualizes the CalWORKs caseload in the context of poverty estimates generated by the U.S. Census Bureau, including how the proportion of California children in poverty served by CalWORKs is higher compared to the proportion of children in poverty served by TANF programs across the nation.

Chapter Ten – Research Funds and Program Oversight discusses various aspects 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 a program evaluation of the CalWORKs Home Visiting Program (HVP), and various collaborative research projects with the University of California at Davis. The chapter concludes with a brief exposition of program oversight efforts, including a description of Cal-OAR.

Chapter Eleven – Homeless Assistance and Housing Support provides an overview of the housing supports provided by the CalWORKs Homeless Assistance (HA) and CalWORKs Housing Support Programs (HSP). Both programs have had recent statutory changes that respectively expanded eligibility for HA and increased available funding for HSP, making it possible to serve more families. This chapter provides a highlight of the major statutory changes, funding increases, and timeline.

Additional Note on Data Sources

The CalWORKs Annual Summary provides data from numerous sources for several types of cases. Data do not always match precisely due to differences in data sources. For example, data from the Research and Development Enterprise Project (RADEP) is primarily used to fulfill federal data reporting requirements and is statistically accurate for that purpose. Because of this, it should be noted that the data reflects a point-in-time measure and, as with any sample, generalizability to the population should be approached with caution. Additionally, tables and charts in the CalWORKs Annual Summary report caseload in terms of individuals, work-eligible individuals, or families. Please refer to any table headings, narrative, or footnotes to identify the total population being represented in each table and chart.

Some tables and charts in the summary reflect the overall CalWORKs caseload while others may reflect specific types of cases, e.g., only families with earnings or only cases that receive federal TANF or MOE funding. Maintenance-of-Effort 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 funding.

The CalWORKs Annual Summary also provides data from the WTW 25 and 25A (WTW 25 and 25A), the CalWORKs 237 (CA 237 CW) and other administrative data reports. Data presented in the CA 237 CW, WTW 25 and 25A are reported by each county to the State every month. Occasionally, these data are revised to reflect new or changed information. Therefore, data provided from the WTW 25 and 25A, CA 237 CW, and certain other administrative data sources, are subject to periodic revision. Where data is provided to CDSS at a county level, we are unable to provide demographic breakdowns beyond what is provided to CDSS in aggregate.

A Note about Data from the Research and Development Enterprise Project

One data source that features heavily in this report is RADEP, a data collection tool used to report California’s federal WPR for the federal TANF program. As of the end of Calendar Year 2022 TANF/MOE families, also referred to as “cases” or “Assistance Units/AUs” represented 92.7 percent of the overall CalWORKs cases. The RADEP data are collected from a stratified, systematic random sample of approximately 3,000 active CalWORKs-aided families files over each FFY on a statewide basis. The RADEP sample is composed of cases funded with federal TANF and state MOE General Fund (GF) funding. The RADEP data includes two-parent, and non-two parent cases, including Child-Only cases. Child-only cases reflect families without an aided adult (excluding safety net, fleeing felon, and sanctioned cases). The safety net, fleeing felon, and long-term sanctioned CalWORKs cases are funded by Non-MOE General Fund and detailed characteristics information is not collected for these cases in the RADEP system.

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Introduction and Overview

California Work Opportunity and Responsibility to Kids

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

Purpose and Objectives

The CalWORKs program is California's version of the federal TANF program. CalWORKs provides temporary cash assistance for families' basic needs. It also provides education, employment, and training programs to assist the family's progress toward self-sufficiency. Components of CalWORKs policy include time limits on eligibility, work requirements, and supportive services to encourage program participation.

California is among a minority of states that provide TANF benefits to children in need even if their adult caregiver is ineligible for assistance or after their adult caregiver reaches the lifetime 60-month time limit (60-month time limit effective May 2022) for receipt of cash aid; and California continues to provide aid to children when adults are not aided due to failure to meet program requirements.

Summary of Key Features of CalWORKs

- Cash Grants for Families;
- 60 Months (effective May 2022) of Cash Assistance and WTW Services for eligible adult participants;
- 60 Months of Flexible Work Activities;
- Federal Work Participation Mandates and Penalties;
- Exemptions from Time Clock and Participation;
- Safety Net for Children;
- County Flexibility to Design WTW Program which may include Subsidized Employment Opportunities, Apprenticeship/Pre-Apprenticeship Programs, Paid Education and Training, and Soft Skill Development;
- Holistic Appraisal of Basic Needs and Barriers;
- Immediate Needs Intervention;
- Cash Bonuses for Teen Academic Success;
- Earnings Disregard;
- Child Care/Supportive Services; Home Visiting Program Support;
- Substance Abuse, Mental Health and Domestic Violence Services; and
- Housing and Homelessness Assistance.

Eligibility

To be eligible for CalWORKs, 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

There are two categories of “time clocks” or “time limits” 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; and
- The CalWORKs 60-month time limit refers to the state’s cumulative lifetime 60-month cash aid time limitation for adult CalWORKs recipients (please note that AB 79 changed the time clock from 48-months to 60-months effective May 1, 2022).

Since January 1, 1998, state law provides for a cumulative lifetime limit on cash aid for adults. This time limit has varied from 60 months for January 1, 1998 through June 30, 2011, to 48 months for July 1, 2011 through April 30, 2022, and as of May 1, 2022, is 60 months. Children of adults who exhaust the 60-month time limit may continue to receive cash aid, if otherwise eligible, up to age 18 (known as the “Safety Net”)

AB 79 instituted changes to the time limits and time clocks detailed in the Annual Summary. Prior to May 1, 2022, clients were limited to 24 months of flexible participation standards before being required to align with federal participation requirements. This 24-month time limit was removed by AB 79. The more flexible participation standards, or “CalWORKs Hourly Participation Requirements,” are now the sole standard for CalWORKs hourly participation, effectively allowing participants access to the full range of available WTW activities throughout their time on aid.

During the COVID-19 pandemic, many time limits associated with aid and services were paused. These time limits were reinstated when the 60-month time limit went into effect on May 1, 2022.

Work Requirements

CalWORKs provides a wide array of services and supports for families to enter and remain in the workforce. Aided parents and caretaker adults, unless exempt from work requirements, are required to participate in WTW activities as a condition of receiving aid for themselves.

WTW activities include unsubsidized and subsidized employment, work experience, on-the-job training, apprenticeship and pre-apprenticeship programs, grant-based on-the-job training, work study, self-employment, community service, adult basic education, soft skills development, vocational education, career development, career search/career 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 AU is required to participate in WTW activities for an average of 30 hours per week or 20 hours per week if they have a child six years of age or younger. 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.

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 WPRs for California to avoid fiscal penalties tied to the WPR. Federal WPR requirements are as follows:

- Fifty percent of all families with work-eligible adults (both one- and two-parent) must be working or in a countable work activity for 20, 30, or 35 hours per week, depending on family configuration; and
- Ninety percent of families with two work-eligible adults must be working or in a countable work activity for a combined total of 35 hours each week.

These WPR requirements are adjusted by a variety of factors outlined in federal law, including [adjustments based on caseload reduction and state spending](#), and the requirements effective for California each year may differ from the 50 and 90 percent referenced above. The federal government can assess penalties on the State for not achieving WPRs. 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, diaper assistance, barrier mitigation, and personal counseling, are available for families participating in WTW activities. More information on these services can be found in Chapter 8. If needed supportive services are not available or provided, the recipient has good cause for not participating in WTW.

Effective January 1, 2021, WTW participants enrolled in publicly funded postsecondary education are entitled to receive an advance standard payment to purchase required books and school supplies. Clients can request reimbursement for additional supportive service expenses when those expenses exceed the advance standard payment amount.

Special supportive services and intensive case management services also are 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 up to 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 years and under and voluntary for specified 19-year-olds.

Parental Responsibility

CalWORKs requires 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. This penalty will remain in place until the youngest child turns six years old, or until the parent immunize the child(ren), which ever occurs first. If a child aged 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, parental eligibility, and geographic location. Families in high cost-of-living areas (Region 1) receive slightly more money than families in other areas (Region 2 [see Table 2A.]).

A family in which all adults are eligible and have a disability or are otherwise exempt from work requirements is eligible for the higher exempt grant amount. As of October 1, 2022, a non-exempt family of three with no other income living in Region 1 will receive a grant amount of \$1,130 while the same family living in Region 2 will receive \$1,073. If that family were exempt, they will receive \$1,264 in Region 1 and \$1,201 in Region 2. These figures are representative of the recent MAP increase effective October 1, 2022, that increased the MAP by 22.1% for all regions. If the parent(s) is/are not eligible, the family would receive assistance for their children only.

Program Administration

The CalWORKs program is administered by county welfare departments (CWDs) under the 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.

CalWORKs Outcomes and Accountability Review

Cal-OAR is a statutorily required, data-driven program management system that facilitates continuous improvement of county CalWORKs programs by collecting, analyzing, and disseminating outcomes and best practices. Cal-OAR consists of three primary components: 26 performance measures, a CalWORKs County Self-Assessment process, and a county CalWORKs System Improvement plan. The review is structured into five-year cycles. The current cycle runs July 1, 2021 to June 30, 2026.

Legal Authority

AB 1542 (Chapter 270, Statutes of 1997), added and repealed various sections of WIC to establish the CalWORKs Program in California. AB 1542 eliminated the AFDC program and the Greater Avenues for Independence program and replaced them with the CalWORKs program.

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Chapter 1 – Caseload Dynamics

This chapter provides a comprehensive overview of the CalWORKs caseload, including the number of families receiving CalWORKs assistance delineated by family type; the percentage of families with individuals who are exempt from WTW participation requirements; families in sanction, child-only, and safety-net status; a longitudinal analysis of CalWORKs families 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.

In 2015, the Work Incentive Nutritional Supplement (WINS) program became fully operational. WINS-recipient families are provided with a ten-dollar monthly cash nutritional benefit funded from the State's GF that counts toward the MOE requirement and, therefore, are counted in the federal TANF caseload, (i.e., WINS families 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 7B.

Key Terms in This Chapter

The CalWORKs caseload is characterized using the following key terms:

- **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 or family. An AU or family 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 Unit Types:**
 - **Single-Parent or 1-Parent** – Includes one or more children, and one 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 adult parents; at least one of the parents is aided.
 - **WTW Participants** – Includes Single-Parent and Two-Parent families with an aided adult who is NOT exempt from work activities and NOT sanctioned.
 - **WTW Exempts** – Includes Single-Parent and Two-Parent families where the aided adult(s) are exempt from work activities.
 - **WTW Sanction** – Includes families in which all adults were removed from aid due to non-compliance with program requirements without good cause or compliance efforts have failed. Aid continues for eligible children in the AU.
 - **Child-Only or Zero-Parent** – Cases in which only the children in the family are aided because the parents are ineligible due to reasons including, but not limited to: immigration status, being a recipient of Supplemental Security Income (SSI), or when 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 60-month lifetime assistance limit. (The 60-month time limit became effective May 1, 2022, the lifetime limit was 48 months for adults from July 2011 to April 2022). Safety-net cases are funded with non-MOE state-only funds and are 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 the 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 to comply with WTW 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 WPR calculation.
- **Time on Aid** – Time on aid for WTW Cases is calculated using the months of countable aid received by the adult in the AU that has been aided the longest 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.
- **WDTIP** – The Welfare Data Tracking Implementation Project (WDTIP) is a statewide welfare time on aid tracking and reporting system. WDTIP collects information relative to the TANF 60-month, CalWORKs 60-month, and, prior to May 1, 2022, 24-month time limits for TANF and CalWORKs applicants and recipients including time on aid, exemption, exception, sanctions, and others.
- **Funding Source Definitions**
 - **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 to participate in the federal TANF program. California allocates \$2.9 billion annually in MOE.
 - **Non-MOE (State-Only) 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.

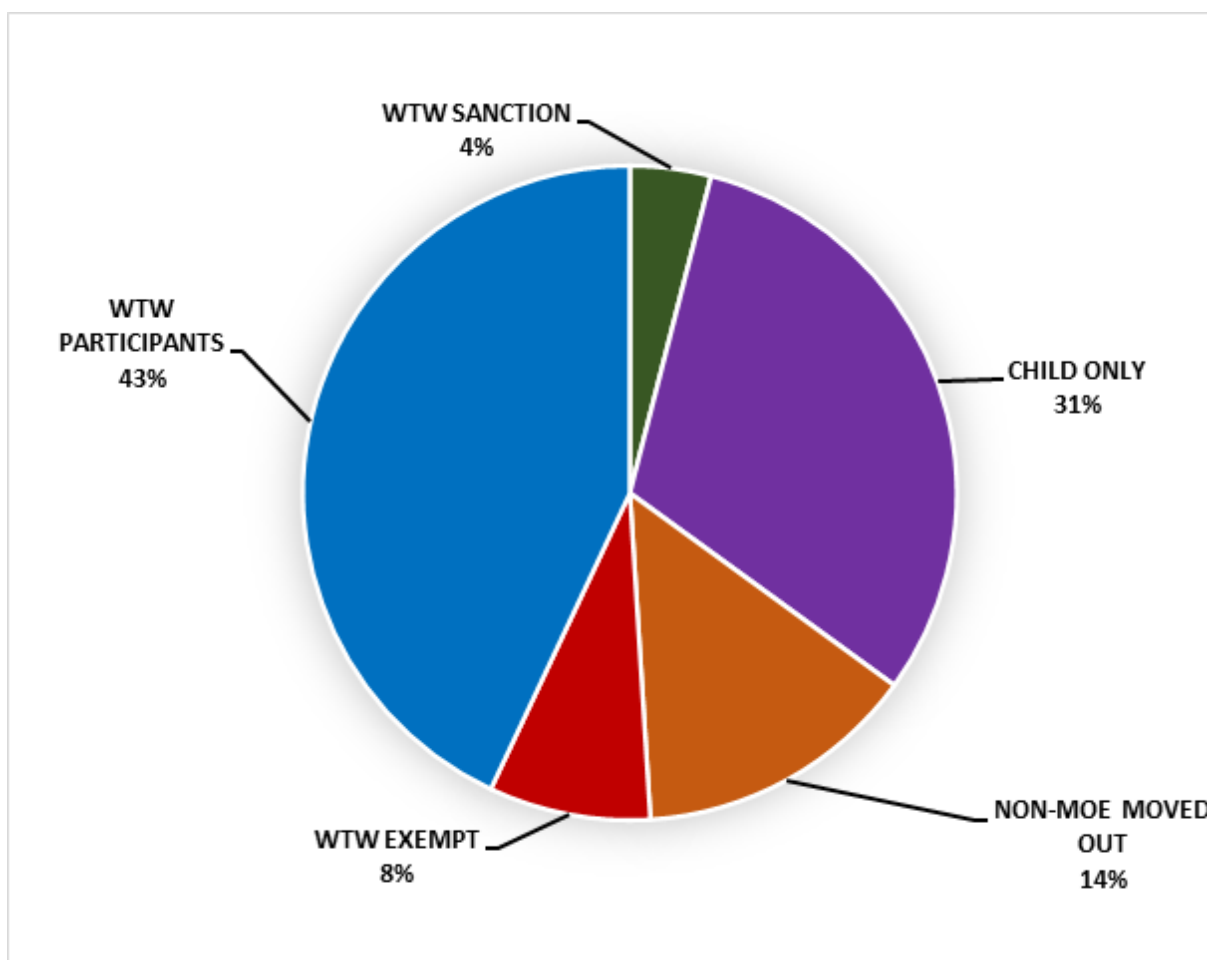
- **Temporary Assistance for Needy Families Funding** – Nationally, the federal government allocates \$16.6 billion annually for TANF. States receive a portion of this total in an annual block grant. To participate in TANF, states must expend a specified amount of dollars in MOE funds that match the 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.

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Figure 1A. FY 2022 Total CalWORKs Cases Breakdown*

This chart provides a representation of the CalWORKs caseload based on status of the adult(s) in the family.* Families with adults subject to WTW program rules are in the Exempt, Sanctioned, and Participant categories. Families without an aided adult, and not subject to WTW, comprise the Child-Only category. Families in the Non-MOE Moved Out category are funded with state-only GF (outside the federal funding structure) and include families where the adult(s) reached the maximum allowable 60 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.

Data Sources: Medi-Cal Eligibility Data System (MEDS) monthly extract file and the WDTIP Data, October 2022.
Chart is based on entire CalWORKs caseload.

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

Table 1A. Characteristics of TANF/MOE Funded CalWORKs Cases: FFY 2021

The Safety Net, Fleeing Felon, and Long-Term Sanctioned CalWORKs cases are funded by Non-MOE General Fund and detailed characteristics information is no longer collected for these cases in the RADEP system. Child-Only cases reflect cases without an aided adult (but does not include Safety Net, Fleeing Felon, and Sanctioned cases).

Characteristic	WTW Participants	WTW Exempt	WTW Sanction	Child-Only	All TANF/MOE
% of Cases	40.3	11.7	2.5	45.5	100.0
Average AU Size	3.1	3.1	2.1	2.0	2.6
Average AU Benefit	\$ 737	\$ 756	\$ 649	\$ 672	\$ 707
Average # of Children in AU	2.0	2.0	2.1	2.0	2.0
Average Age of Oldest Child	8.3	7.8	10.1	12.3	10.1
Average Age of Youngest Child	5.1	4.3	6.3	9.0	6.8
% with Children Under 1 Year	9.6	23.3	10.5	3.3	8.3
% with Children Under 6 Years	62.2	70.5	52.5	28.3	47.5
Average Age of Head of Household	32.8	33.2	36.7	43.0	37.6
% with Monthly Earnings	23.1	18.5	15.9	5.4	14.3
Average Monthly Earnings (of Cases w/ Earnings)	\$1,555	\$1,487	\$1,048	\$1,513	\$1,523
% Female	87.3	92.0	80.6	92.1	90.0
% Hispanic	50.0	44.8	47.5	73.3	59.9
% White (Non-Hispanic)	21.2	26.1	28.1	12.6	18.1
% Black (Non-Hispanic)	22.2	20.6	17.4	10.8	16.7
% Asian (Non-Hispanic)	4.5	3.0	4.5	1.6	3.0
% Other	1.9	5.4	0.8	1.6	2.3

**Table 1A. Characteristics of TANF/MOE Funded CalWORKs Cases:
FFY 2021**

(continued)

Characteristic	WTW Participants	WTW Exempt	WTW Sanction	Child- Only	All TANF/ MOE
% English	89.3	85.9	79.6	46.6	69.4
% Spanish	6.1	8.0	17.0	52.5	27.7
% Other Primary Language	4.4	5.9	1.7	0.8	2.8
% of Head of Household Completed High School or Equivalent	58.5	57.1	48.8	17.1	39.4
% Unknown	0.1	0.0	0.3	8.3	3.8
% Citizen	90.8	90.0	85.0	36.4	66.0
% Legal Non-Citizen	7.9	9.5	0.5	2.4	5.4
% Other/Unknown	1.0	0.4	12.7	61.1	28.6

Data Sources: RADEP Sample of FFY 2021. Data on exemption status from WDTIP Data

Notes:

- **AU** represents "assistance unit."
- **Sanctioned** cases have no aided adult because the work-eligible adult is not complying with WTW 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 60-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).
- Demographic characteristics are at the head of household level, unless noted otherwise.
- Percentages do not add to 100 percent due to missing/unknown values.

Table 1B. Characteristics of TANF/MOE Funded CalWORKs

Cases: FFY 2021

(Excludes Safety Net, Fleeing Felon and Long-Term Sanctioned)

The following table provides an alternate breakout of characteristics of the WTW categories (Participants, Exempt, and Sanction).

Characteristics	Aided Adult (1-Parent)	Aided Adult (2-Parent)
% of WTW Cases	84.1	15.9
Average Benefit	\$716	\$847
Average AU Size	2.8	4.3
% with Earnings	19.7	32.9
Average Monthly Earnings (of Cases w/ Earnings)	\$1,496	\$1,618

Data Sources: RADEP Sample of FFY 2021 and WDTIP Data

Note: Includes data on WTW Participating, WTW Exempt, and WTW Sanction case types, broken out by the number of aided adults on the case (1-Parent or 2-Parent).

Characteristics of CalWORKs Families

State law permits adults to receive cash aid for a lifetime amount of 60 *countable* months. There are exceptions and exemptions to the time limit, which allow an adult to exceed the time limit or allow an adult to receive aid that does not count towards the time limit. Time on aid is the total number of months a family has received assistance during the look-back period, which could be consecutive or non-consecutive months. It is a different calculation than the CalWORKs 60-Month Clock, as a family may receive assistance in a month that does not count toward their 60-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.

Table 1C shows the time on aid characteristics of CalWORKs families. As noted above, time on aid has been calculated by using the *cumulative*, not countable, number of months a family has received aid during the look-back period. For these calculations, all aided months within the look-back period are considered, regardless of whether a month was exempt or not. The time on aid in this table is calculated by looking at the individual, adult or child in the AU who has been on aid the longest.

Time on aid for all case types is determined by the adult individual in the assistance unit who has been on aid the longest since the beginning of the look-back period.

Note: This is a change in methodology from publications prior to the [2020 May Revision](#), which only considered the time on aid for adults within the WTW cases. Changing the methodology to the individual in the assistance unit on aid the longest results in longer averages for the WTW (Participants) and WTW (Sanction) categories in Table 1C.

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.

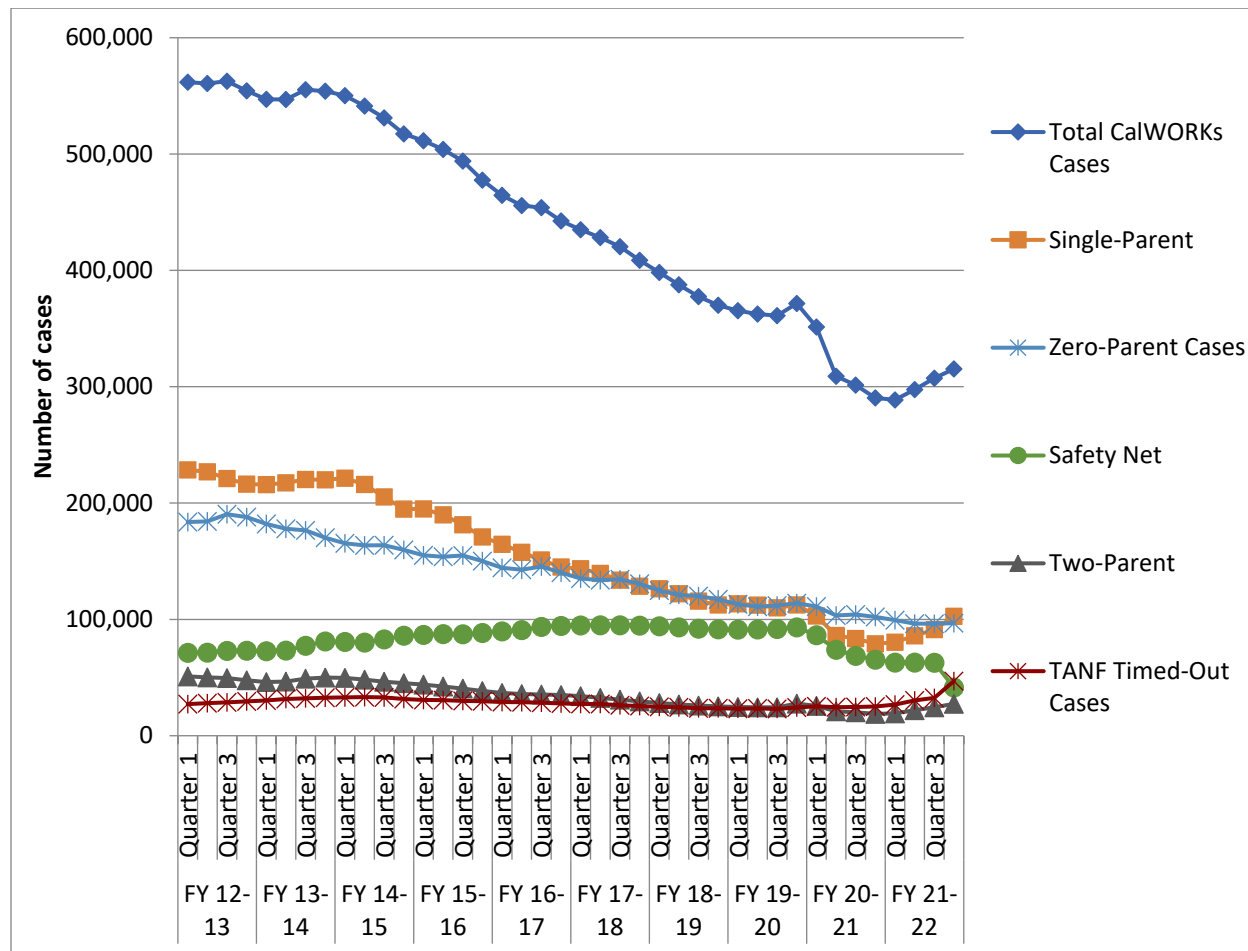
Table 1C. September 2022 Time on Aid Characteristics of CalWORKs Families

	WTW (Participants)	WTW (Exempt)	WTW (Sanction)	Child Only	Non-MOE Moved Out	All Cases
Average - Months on Aid Since 1998	69.8	63.2	70.0	104.1	114.6	83.1
Median - Months on Aid Since 1998	61	48	61	109	117	77
Average - Months on Aid in Last 8 Years	49.4	46.1	48.6	69.3	72.0	56.9
Median - Months on Aid in Last 8 Years	49	39	48	83	80	61
Average - Months on Aid in Last 6 Years	40.6	40.2	39.3	55.4	56.7	46.1
Median - Months on Aid in Last 6 Years	42	36	40	69	65	52

Data Source: MEDS monthly extract file

Figure 1B. CalWORKs Quarterly Caseload Analysis: FY 2012-13 through FY 2021-22

The chart below illustrates changes in caseload categories over the last decade.



Data Source: [CalWORKs Cash Grant Caseload Movement Report](#) (CA 237 CW), all open CalWORKs cases reflected.

**Table 1D. CalWORKs Quarterly Caseload Analysis:
FY 2012-13 through FY 2021-22***

Fiscal Year	Total CalWORKs Cases	Single-Parent	Two-Parent	TANF Timed-Out Cases	Zero-Parent Cases	Safety Net
FY 2012-13 Q1	561,772	228,533	51,033	27,186	183,741	71,279
FY 2012-13 Q2	560,642	226,824	50,083	27,986	184,229	71,519
FY 2012-13 Q3	562,656	221,132	49,531	28,642	190,407	72,944
FY 2012-13 Q4	554,414	216,238	47,673	29,451	187,924	73,128
FY 2012-13 Monthly Average	559,871	223,182	49,580	28,316	186,575	72,218
FY 2013-14 Q1	547,125	215,844	46,208	30,301	182,037	72,735
FY 2013-14 Q2	546,917	217,414	46,605	31,636	177,952	73,311
FY 2013-14 Q3	555,316	220,224	49,037	32,101	176,544	77,410
FY 2013-14 Q4	554,076	220,055	50,041	32,658	170,279	81,045
FY 2013-14 Monthly Average	550,859	218,384	47,973	31,674	176,703	76,125
FY 2014-15 Q1	550,169	221,446	49,725	32,909	165,367	80,723
FY 2014-15 Q2	541,354	216,023	48,254	33,212	163,674	80,192
FY 2014-15 Q3	531,157	205,319	46,370	32,926	163,693	82,850
FY 2014-15 Q4	517,426	194,900	45,134	31,640	159,751	86,001
FY 2014-15 Monthly Average	535,027	209,422	47,371	32,672	163,121	82,442
FY 2015-16 Q1	511,507	194,980	43,947	30,784	155,036	86,760
FY 2015-16 Q2	504,078	189,890	42,275	30,604	153,862	87,447
FY 2015-16 Q3	494,044	181,363	40,533	29,960	154,905	87,283
FY 2015-16 Q4	477,568	170,927	38,490	29,688	150,119	88,343
FY 2015-16 Monthly Average	496,799	184,290	41,311	30,259	153,481	87,458
FY 2016-17 Q1	464,513	164,544	36,799	28,970	144,424	89,776
FY 2016-17 Q2	455,808	157,704	35,821	28,787	142,678	90,819
FY 2016-17 Q3	453,987	151,032	35,402	28,440	145,442	93,671
FY 2016-17 Q4	442,561	145,018	35,067	27,737	140,300	94,439
FY 2016-17 Monthly Average	454,217	154,575	35,772	28,484	143,211	92,176
FY 2017-18 Q1	434,961	143,565	34,104	27,252	135,164	94,876
FY 2017-18 Q2	428,217	139,577	32,477	27,297	133,836	95,031
FY 2017-18 Q3	420,447	133,799	31,051	26,205	134,388	95,003
FY 2017-18 Q4	408,761	128,500	29,510	25,484	130,618	94,649
FY 2017-18 Monthly Average	423,097	136,360	31,786	26,560	133,502	94,890

**Table 1D. CalWORKs Quarterly Caseload Analysis:
FY 2012-13 through FY 2021-2022 (Continued)***

Fiscal Year	Total CalWORKs Cases	Single-Parent	Two-Parent	TANF Timed-Out Cases	Zero-Parent Cases	Safety Net
FY 2018-19 Q1	398,271	126,337	28,110	24,852	124,827	94,145
FY 2018-19 Q2	387,660	122,060	26,882	24,389	121,146	93,183
FY 2018-19 Q3	377,447	115,811	25,886	23,631	120,053	92,066
FY 2018-19 Q4	370,048	112,491	25,200	23,536	117,307	91,515
FY 2018-19 Monthly Average	383,357	119,175	26,520	24,102	120,833	92,727
FY 2019-20 Q1	365,449	113,411	24,692	23,162	112,951	91,233
FY 2019-20 Q2	362,492	112,259	24,370	23,449	110,941	91,474
FY 2019-20 Q3	361,106	109,930	24,409	23,030	111,867	91,870
FY 2019-20 Q4	371,525	112,383	27,538	24,320	114,023	93,261
FY 2019-20 Monthly Average	365,143	111,996	25,252	23,490	112,446	91,960
FY 2020-21 Q1	351,386	103,004	25,666	25,186	111,010	86,520
FY 2020-21 Q2	308,932	86,153	20,974	24,518	103,319	73,967
FY 2020-21 Q3	301,455	83,627	20,224	24,694	104,224	68,685
FY 2020-21 Q4	290,488	79,082	18,782	25,077	102,096	65,451
FY 2020-21 Monthly Average	313,065	87,967	21,412	24,869	105,162	73,656
FY 2021-22 Q1	288,696	80,471	19,159	26,276	99,415	62,925
FY 2021-22 Q2	297,600	85,974	21,907	30,374	96,401	62,944
FY 2021-22 Q3	307,280	91,304	24,416	32,500	96,282	62,779
FY 2021-22 Q4	315,315	102,619	27,401	46,997	96,822	41,476
FY 2021-22 Monthly Average	302,223	90,092	23,221	34,149	97,230	57,531

Data Source: [CalWORKs Cash Grant Caseload Movement](#) (CA 237 CW), all open CalWORKs cases reflected.

Note: The numbers displayed in the table for each quarter are monthly averages.

*Prior fiscal year reporting may have changed as a result of revisions.

CalWORKs Applications, Approvals and Denials: FY 2020-21 and 2021-22

There were a total of 336,150 CalWORKs applications in FY 2021-22, which is an increase of 34,150 applications from FY 2020-21. Tables 1E, 1F, and 1G detail the number of CalWORKs applications that were approved (117,624) and denied (218,526) in FY 2021-22 by county and the reasons for those denials. For FY 2021-2022 the number of approved cases increased by 31,486 over the previous fiscal year while the number of denied applications increased by 2,664. Single-Parent families, the most common type of CalWORKs family, comprised the greatest number of applications.

**Table 1E. CalWORKs Annual Application Approvals:
FY 2020-21 through FY 2021-22**

	TOTAL CW APPLICATIONS APPROVED	SINGLE- PARENT	TWO-PARENT	TANF TIMED- OUT CASES	ZERO- PARENT FAMILIES	SAFETY NET
Statewide FY 2020-2021	86,138	39,541	7,648	4,410	19,562	14,977
Statewide FY 2021-2022	117,624	58,938	14,259	7,629	20,003	16,765

Data Source: [CalWORKs Cash Grant Caseload Movement Report](#) (CA 237 CW, Line Items 7a and 7b), all new CalWORKs case approvals.

**Table 1F. CalWORKs Annual Application Denials:
FY 2020-21 through FY 2021-22**

	TOTAL CW APPLICATIONS DENIED	SINGLE- PARENT	TWO-PARENT	TANF TIMED- OUT CASES	ZERO-PARENT FAMILIES	SAFETY NET
Statewide FY 2020-2021	215,862	168,328	20,458	2,049	19,785	5,242
Statewide FY 2021-2022	218,526	163,147	20,751	3,464	23,252	7,912

Data Source: [Report on Reasons for Denials and Other Non-Approval of Applications](#) (CA 255 CW, Line Items 2-12), all annual CalWORKs case denials.

**Table 1G. CalWORKs Annual Application Denials by Reasons:
FY 2020-21 through FY 2021-22**

Table 1G illustrates the reasons for application for aid denials in the 2020-22 fiscal year. Of the 2021-2022 fiscal year, 218,526 applications denied in the year, the most common reason (46 percent) was for failure to comply with procedural requirements (101,477); the next most common reason (18 percent) was not having an eligible child or child deprived of support or care (38,753); the next most common reason (16 percent) was having resources or assets above program limits (“Financial”) (35,649). In those cases where more than one reason is applicable, the reason that is considered by the caseworker as having the greatest effect in denying the case will apply. Individual denials and other non-approvals of applications are to be classified according to the reason for denials included in the written notification.

	TOTAL DENIALS	FAILURE TO COMPLY	NO ELIGIBLE CHILD/NO DEPRIVATION	FINANCIAL	OTHER
Statewide FY 2020-2021	215,862	96,763	37,987	40,867	40,245
Statewide FY 2021-2022	218,526	101,477	38,753	35,649	42,647

Data Source: [CalWORKs Report on Reasons for Denials and Other Non-Approvals of Applications](#), Line Items 2-12), all annual CalWORKs case denials.

Notes:

Failure to Comply includes, but is not limited to failure to include, all mandatory persons on the application form, failure to comply with 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 combines “Resources that exceed limits” and “Income that exceeds standards” categories in the CalWORKs Report on Reasons for Denials and Other Non-Approvals of Applications. 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 has a disability) 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.

Chapter 2 – Benefits, Earning Levels, and Employment

This chapter provides information about income levels required for initial CalWORKs program eligibility, and income and grant levels for recipients of CalWORKs. The chapter contains data describing the earnings distribution of CalWORKs cases, historical average CalWORKs grants, grant levels, and income level limits for recipients.

Key Terms in This Chapter

- **Assistance Unit (AU)** – An AU is a group of related persons living in the same home who have been determined to be eligible for CalWORKs and for whom cash aid has been authorized. An AU is sometimes referred to as a CalWORKs case. An AU or case differs from a “household” in that a household includes all persons in the same dwelling regardless of their relationship to members of the AU, or their eligibility for CalWORKs aid.
- **CalFresh** – CalFresh is California’s version of the federal SNAP program. 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 reasons including their immigration status, if they are an SSI recipient, and if they have a 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. The MAP levels are established in state law 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).
 - **Exempt MAP**– 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 exempt MAP 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. The 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.
- **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 \$450 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 60-month lifetime assistance limit (the 60-month time limit became effective May 1, 2022, the time limit was 48-months from July 2011 to April 2022).
- **Sanction** – Sanctioning is the process by which parent(s) are removed from CalWORKs support because at least one failed to comply with WTW program requirements without good cause, and county staff compliance efforts failed (eligible children continue to receive funding).

Tables and Figures in This Chapter

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Maximum Aid Payment Levels

The MAP is the maximum grant level provided for CalWORKs families. MAP levels are established by state law and are based on family size, exempt status determined by persons meeting at least one condition of eligibility or nonexempt status, and the geographical location of the family residence (Region 1 or Region 2). MAP levels increased effective October 1, 2022.

Table 2A. CalWORKs Maximum Aid Payment Levels

Effective October 1, 2021

Assistance Unit Size	Region 1 Exempt MAP	Region 1 Non-Exempt MAP	Region 2 Exempt MAP	Region 2 Non-Exempt MAP
1	\$638	\$579	\$607	\$548
2	\$819	\$733	\$778	\$696
3	\$1,035	\$925	\$984	\$878
4	\$1,244	\$1,116	\$1,181	\$1,060
5	\$1,458	\$1,308	\$1,386	\$1,243
6	\$1,673	\$1,499	\$1,590	\$1,425
7	\$1,887	\$1,691	\$1,792	\$1,607
8	\$2,104	\$1,883	\$1,999	\$1,789
9	\$2,316	\$2,074	\$2,200	\$1,971
10 or more	\$2,534	\$2,266	\$2,407	\$2,152

Effective October 1, 2022

Assistance Unit Size	Region 1 ⁽¹⁾ Exempt MAP	Region 1 Non-Exempt MAP	Region 2 ⁽¹⁾ Exempt MAP	Region 2 Exempt MAP-
1	\$779	\$707	\$741	\$669
2	\$1,000	\$895	\$950	\$850
3	\$1,264	\$1,130	\$1,201	\$1,073
4	\$1,519	\$1,363	\$1,442	\$1,295
5	\$1,780	\$1,597	\$1,692	\$1,518
6	\$2,043	\$1,830	\$1,942	\$1,740
7	\$2,305	\$2,065	\$2,188	\$1,962
8	\$2,569	\$2,299	\$2,441	\$2,185
9	\$2,828	\$2,532	\$2,686	\$2,407
10 or more	\$3,094	\$2,767	\$2,939	\$2,628

Data Source: [CDSS' Local Assistance Estimates](#)

Notes:

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

<https://www.cdss.ca.gov/research/res/pdf/calreports/MAP-MBSAC.pdf> for October 1971 through June 2016 MAP levels and at:

<https://www.cdss.ca.gov/inforesources/letters-regulations/letters-and-notices/all-county-letters> for All County Letters covering MAP increases in subsequent years.

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

Region 1 Counties: Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma, and Ventura.

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

CalWORKs Caseload and Grants with CalFresh Benefits

Table 2B displays the average monthly CalWORKs caseload and grant, as well as the MAP and MCA for Fiscal Years 2008-09 through 2022-23.

**Table 2B. CalWORKs Caseload and Grants with CalFresh Benefits
Recent History and Projections: FY 2008-09 through FY 2022-23**

Fiscal Year	Average Monthly CalWORKs Cases	Average CalWORKs Grants	MAP for AU of 3 Region 1 ⁽¹⁾	CalFresh MCA for HH of 3 ⁽²⁾
2008-09	504,994	\$540	\$723	\$463
2009-10	553,347	\$514	\$694	\$526
2010-11	586,655	\$517	\$694	\$526
2011-12	575,910	\$466	\$638	\$526
2012-13	559,871	\$465	\$638	\$526
2013-14	550,859	\$474	\$670	\$526
2014-15	535,027	\$492	\$670	\$497
2014-15	535,027	\$492	\$704	\$497
2015-16	496,799	\$505	\$704	\$511
2016-17	454,217	\$533	\$704	\$511
2016-17	454,217	\$533	\$714	\$511
2017-18	423,097	\$550	\$714	\$504
2018-19	383,357	\$563	\$714	\$505
2018-19	383,357	\$563	\$785	\$505
2019-20	365,143	\$698	\$785	\$509
2019-20	365,143	\$698	\$878	\$509
2020-21	313,235	\$728	\$878	\$535
2021-22	302,223	\$781	\$925	\$616
2021-22	302,223	\$781	\$925	\$658
2022-23 ³	347,868	\$962	\$925	\$740
2022-23 ³	347,868	\$962	\$1,130 ⁴	\$740

Data Source: [CDSS' Local Assistance Estimates](#)

Notes:

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

In years when any of the MAP amounts changes, there will be a duplicate entry under "Fiscal Year." This was the case during FY 2014/15, 2016/17, 2018/19, 2019/20, 2021/22, and 2022-23

¹ California's grant levels are divided into two regions based roughly on cost of living. This chart reflects the CalWORKs MAP for an Assistance Unit (AU) of three in Region 1 Counties: Alameda, Contra Costa, Los Angeles, Marin, Monterey, Napa, Orange, San Diego, San Francisco, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Solano, Sonoma, and Ventura.

² CalFresh benefit amounts are based on a FFY (October-September) versus the FY (July-June). The FY 2021-22 CalFresh benefit amount is based off the FFY 2022 household (HH) MCA.

³ Represents projections from the 2023-24 Governor's Budget. Prior years reflect actual data based on the CA 800 Expenditure report.

⁴ Effective October 1, 2022, the CalWORKs MAP for an AU of three increased to from \$925 to \$1,130.

CalWORKs Applicant and Recipient Earned Income Limits

The chart below provides the MBSAC which is used in determining applicant financial eligibility for those families that apply for CalWORKs. An applicant family's income must be below the MBSAC levels (after applying the value of in-kind income for housing, utilities, food and clothing and less \$90 for earned income for each earner, otherwise known as the earned income disregard) to qualify for CalWORKs. Beginning July 1, 2022, the applicant family's earned income disregard increased from \$90 to \$450 as stated in AB 135.

The chart also provides the Income Reporting Threshold for a recipient family receiving CalWORKs. If the family's total income is above the Maximum Income limit, they would become ineligible for CalWORKs. These limits apply to the family's total income. As families approach the recipient income limit, their aid payment may be reduced to \$0 and the family would maintain eligibility for other CalWORKs benefits and services including supportive services, homelessness assistance and child care until the recipient is discontinued for exceeding the limit.

Table 2C. CalWORKs Earned Income Limits: FY 2022-23

Assistance Unit Size	Region 1 ⁽¹⁾	Region 1	Region 1	Region 2 ⁽¹⁾	Region 2	Region 2
	Applicant Family	Recipient Family	Recipient Family	Applicant Family	Recipient Family	Recipient Family
	FY 2022-23 MBSAC ⁽²⁾	Maximum Earned Income Limit Non-Exempt Through September 30, 2022 ⁽³⁾	Maximum Earned Income Limit Non-Exempt Effective October 1, 2022 ⁽⁴⁾	FY 2022-23 MBSAC ⁽²⁾	Maximum Earned Income Limit Non-Exempt Through September 30, 2022 ⁽³⁾	Maximum Earned Income Limit Non-Exempt Effective October 1, 2022 ⁽⁴⁾
1	\$807	1,759	\$2,015	\$766	1,697	\$1,939
2	\$1,324	2,067	\$2,391	\$1,257	1,993	\$2,301
3	\$1,641	2,451	\$2,861	\$1,557	2,357	\$2,747
4	\$1,947	2,833	\$3,327	\$1,851	2,721	\$3,191
5	\$2,221	3,217	\$3,795	\$2,117	3,087	\$3,637
6	\$2,499	3,599	\$4,261	\$2,377	3,451	\$4,081
7	\$2,746	3,983	\$4,731	\$2,605	3,815	\$4,525
8	\$2,988	4,367	\$5,199	\$2,845	4,179	\$4,971
9	\$3,242	4,749	\$5,665	\$3,074	4,543	\$5,415
10	\$3,519	5,133	\$6,135	\$3,347	4,905	\$5,857

Data Source: [CDSS' Local Assistance Estimates](#), and [All County Letter \(ACL\) 22-39](#)

Notes:

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

² For applicant families, add \$32 for each additional person for assistance units greater than 10.

³ Reflects the updated Maximum Earned Income Limit, due to the earned income limit increase from \$550 to \$600. ⁴ Reflects the

updated Maximum Earned Income Limit, due to the October 2022 MAP increase.

Please note, a recipient's EID is different from an applicant's EID.

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 families with earnings grouped in \$200 increments, and the proportion of these increments in relation to all aided adult cases with earnings.

Table 2D. Earnings Distribution for Work-Eligible Adult Cases with Earnings for FY 2021-22

Average Monthly Income	Households With Earnings % of Total Cases
\$1 to \$200	18.6%
\$201 to \$400	11.0%
\$401 to \$600	9.1%
\$601 to \$800	8.0%
\$801 to \$1,000	7.1%
\$1,001 to \$1,200	6.6%
\$1,201 to \$1,400	5.8%
\$1,401 to \$1,600	5.1%
\$1,601 to \$1,800	4.5%
\$1,801 to \$2,000	3.8%
\$2,001 to \$2,200	3.3%
\$2,201 to \$2,400	2.8%
\$2,401 to \$2,600	2.4%
More than \$2,600	12.0%
TOTAL	100%

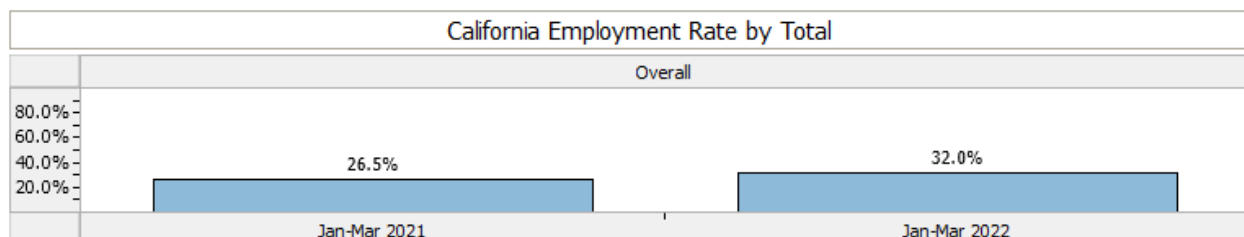
Data Sources: Medi-Cal Eligibility Data System (MEDS) Monthly Extract File, and Employment Development Department (EDD) Base Wage Data, 2022

Note: This data represents aided adult cases during the period of July 1, 2021 through June 30, 2022 and excludes Child-Only and Safety Net Cases, adults who have received a WTW Sanction, adults who have left aid, adults who are self-employed, and adults with no earnings reported to EDD during this period.

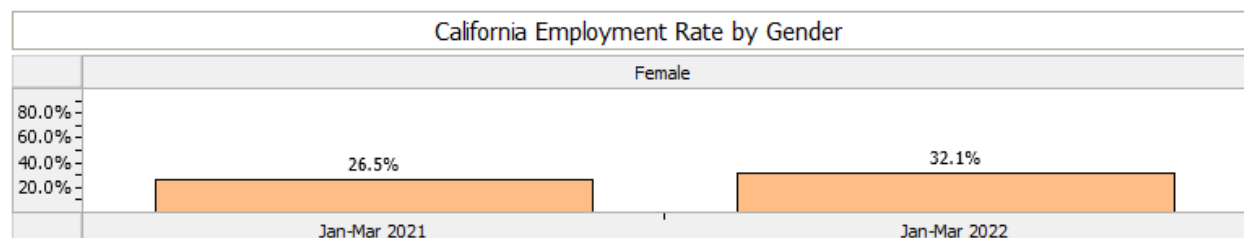
Figure 2A. Proportion of Adult Recipients with Earnings: January to March 2021 and January to March 2022

This page illustrates the percentage of current CalWORKs adults with earnings during two quarters: January to March 2021 and January to March 2022 from the [Cal-OAR dashboard](#). Also included are subsets of the statewide employment rate broken out by gender. For the period of January to March 2021 the employment rate for CalWORKs adults decreased to under 30 percent. This drop in employment rate for CalWORKs adults coincides with EDD data showing an increase in unemployment claims during the COVID-19 pandemic.

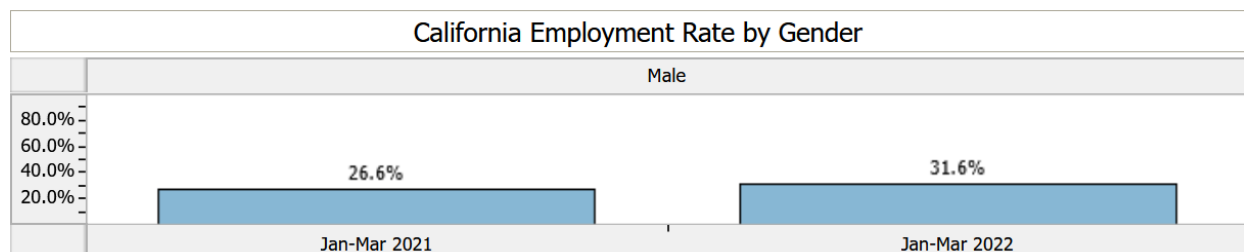
Employment Rate of CalWORKs Adult Recipients with Earnings, Overall:



Employment Rate of Female CalWORKs Adult Recipients with Earnings:



Employment Rate of Male CalWORKs Adult Recipients with Earnings:



Data Sources: Employment Development Department-Labor Market Information Division, Medi-Cal Eligibility Data System (MEDS), and [Cal-OAR dashboard](#)

Note: This data represents the percent of current WTW individuals with a wage record in EDD in the measurement quarter.

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 GF, and California counties. California receives federal funding for CalWORKs through an annual TANF block grant of \$3.7 billion. As a requirement to receive the federal funds, California contributes \$2.9 billion annually in 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 General Fund.

Expenditures

Most CalWORKs funds are provided as grants and services to California families in need. Approximately 90 percent of CalWORKs expenditures are allocated 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 that 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; Cal Grants, a program that provides assistance to California undergraduates, students in vocational training, and teacher certification programs; Kinship Guardian Assistance Payment (Kin-GAP) program, a program that assists non-parental relatives in caring for children; the CalWORKs Stage One and Stage Two child care programs; and others. Effective July 1, 2021, all administrative and program services costs related to CalWORKs Stage One Child Care and Child Care Health and Safety Requirements are not included in the CalWORKs Single Allocation but are instead allocated separately and are fully reimbursed at 100 percent without any county share or over-match.

Key Terms in This Chapter

- **General Fund (GF)** – The GF is California's main government 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 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 Funding** – The federal government allocates \$16.6 billion annually nationally 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.
- **Title XX** – Title XX of the Social Security Act, also referred to as SSBG, is a funding program provided to states that does not include a state matching requirement and is designed to support a wide range of services including preventing child abuse, increasing the availability of child care, and providing community-based care for the elderly and people with disabilities. Funds are allocated to the states based on population. California receives approximately \$180 million annually.

Tables and Figures in This Chapter

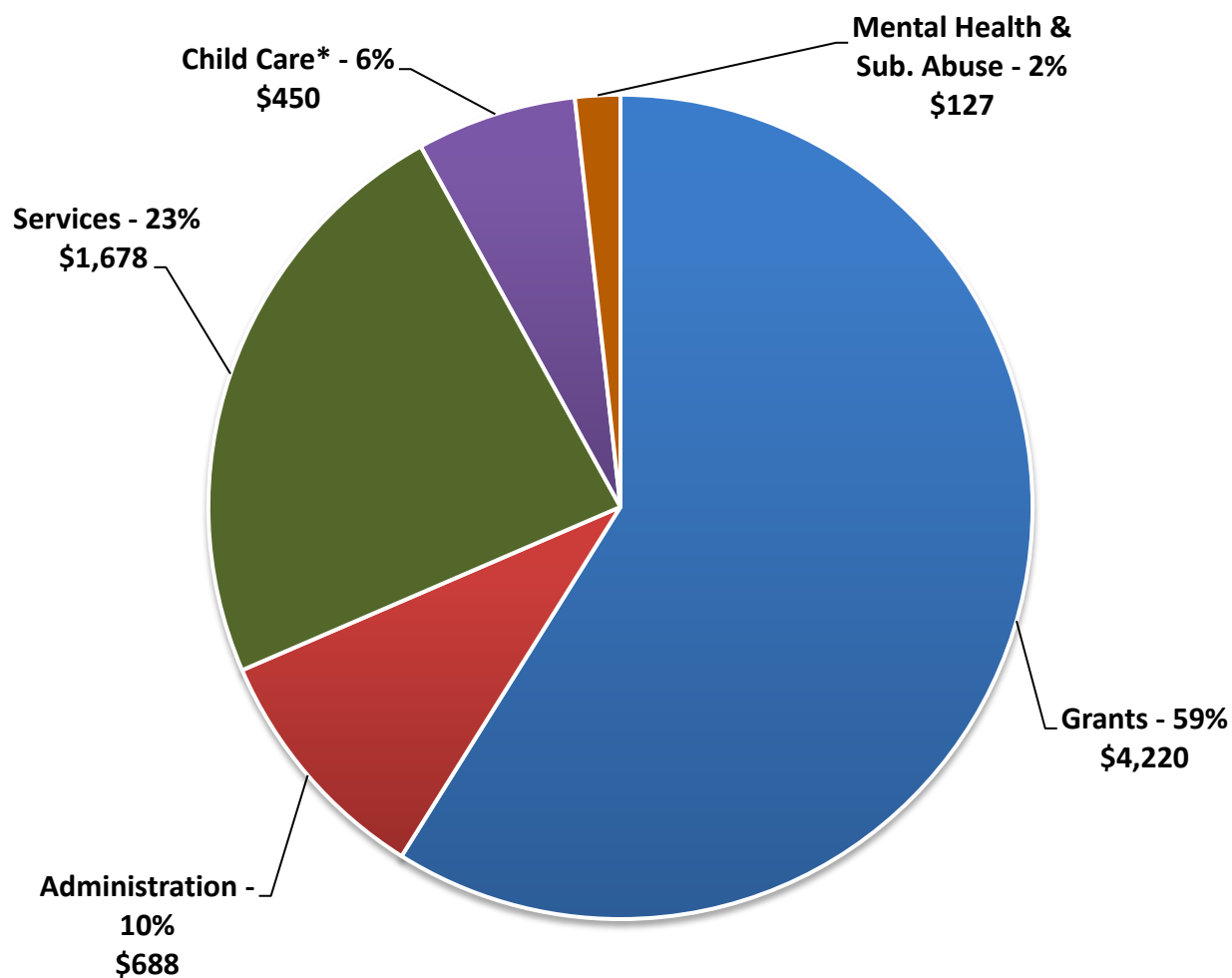
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Table 3B. Funding Reconciliation for CalWORKs: FY 2022-23	29

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, stage one 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 2022-23* (\$ in millions)



Data Source: [CDSS' Local Assistance Estimates](#)

Note:

*Funding reflects amounts included in the Budget Act of 2022.

**Table 3A. CalWORKs Funding by Program Area and Fund Sources:
FY 2022-23**

Funding by Program Area for FY 2022-23	Appropriation (in millions)	%
Grants	\$4,220	59%
Administration	\$688	10%
Services	\$1,678	23%
Child Care	\$450	6%
Mental Health and Sub. Abuse	\$127	2%
Total Funds	\$7,163	100%

Fund Sources for FY 2022-23	Appropriation (in millions)
TANF in CalWORKs ⁽¹⁾	\$3,137
Maintenance-of-Effort (MOE) ⁽²⁾	\$3,198
Other Funds (Non-MOE GF, Title XX)	\$828
Total Funds	\$7,163

Data Source: [CDSS' Local Assistance Estimates](#)

Notes:

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

¹Approximately \$0.8 billion of the TANF Block Grant is spent in other related programs outside of CalWORKs that serve TANF goals.

²This amount represents GF and county funds, including realignment subaccounts funds that counties receive in lieu of GF.

Table 3B. Funding Reconciliation for CalWORKs: FY 2022-23

FY 2022-23 Appropriation (in Millions)	TANF	GF MOE	County MOE	GF/County Non-MOE	Title-XX	Total
CalWORKs ⁽¹⁾	\$3,137	\$974	\$2,224	\$737	\$91	\$7,163
Cash Assistance Grants						\$4,220
Administration						\$688
Services						\$1,678
Child Care						\$450
Mental Health & Substance Abuse						\$127
CDSS Programs (Not CalWORKs)	\$412	\$1,104	\$22		\$80	\$1,618
Tribal TANF	\$88	\$82				\$170
WINS		\$11				\$11
Child Care Programs					\$80	\$80
Other CDSS Programs ⁽²⁾	\$324	\$1,011	\$22			\$1,357
Other State Agencies (Not CDSS)	\$418	\$53				\$471
Community College		\$30				\$30
State Disregard Payment		\$23				\$23
Student Aid Commission	\$400					\$400
TANF Pass-Through for State Agencies	\$18					\$18
Total Spent in All Programs	\$3,967	\$2,131	\$2,246	\$737	\$171	\$9,252

COUNTY FUND SOURCES FY 2022-23 (in Millions)	Total	Percentage
CalWORKs MOE ⁽³⁾ Subaccount	\$1,121	37%
Realignment Family Support ⁽³⁾ Subaccount	\$652	22%
Child Poverty and Family Supplemental ⁽³⁾ Subaccount	\$1,009	34%
AB 85 FY 2018-19 County Repayment	\$220	7%
Total	\$3,002	100%

GF EXPENDITURES ⁽⁴⁾ FY 2022-23 (In Millions)	Total
GF in CalWORKs	\$855
Total GF in All Programs	\$2,013

Data Source: [CDSS' Local Assistance Estimates](#)

Notes:

Acronyms used on this page: MOE (Maintenance of Effort), TANF (federal Temporary Assistance to Needy Families), 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 Kin-GAP, other MOE-Eligible Programs in CDSS, and state support costs for CalWORKs.

³Subaccounts: 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

⁴For purposes of this chart, GF in CalWORKs reflects MOE and Non-MOE GF expenditures on CalWORKs families for grants, administration, services, mental health, substance abuse, and child care.

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Chapter 4 – Program Chronology

This chapter provides a brief history of CalWORKs and its predecessor programs, beginning with the 1935 federal 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, science, assistance to the unemployed, and state and local fiscal stabilization. ARRA provided WPR requirement relief provisions, and funding for subsidized employment for state TANF programs.
- **Aid to Families with Dependent Children** – 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 EID has varied with changes in the law. As of June 2021, the first \$600 in earned income and 50 percent of remaining earned income for all CalWORKs cases is disregarded for cash grant determinations when the family has no disability-based income.
- **Earned Income Tax Credit (EITC)** – The EITC is a refundable tax credit 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. The OCAT provides an in-depth, holistic 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).
- **Semi-Annual Reporting** – SB 1041, made effective October 1, 2012, moved from a Quarterly Reporting system to a Semi-Annual Reporting (SAR) system, requiring households receiving assistance and not designated as Annual Reporting/Child Only (AR/CO) to report income on a semi-annual basis.
- **Temporary Assistance for Needy Families Program** – 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 AFDC program, jointly funded and administered by the federal government and the 50 states. The 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, according to federal policy experts at that time. Some social scientists and policymakers became overly concerned about a possible creation of a culture of long-term dependency and a transmission of dependency from one generation to the next, furthering racist stigmas associated with the program that we still see today. In response to these concerns, a series of reforms in 1967 and 1988 offered AFDC participants financial incentives to work and imposed penalties for not working, establishing the framework for the traditional work requirements we see as part of our program today.

By the 1990s, experimentation with various AFDC reforms resulted in the passage of the federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA). Through this law, 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 TANF, changed the funding structure of the program, limited the amount of time that families could receive federal aid to 60 months, and provided incentives for states to encourage recipients to work while maintaining the work requirements initially established under AFDC.

As a response to PRWORA, California enacted the WTW Act in 1997, 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 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 intended to encourage aided recipients to work.

Between 1998 and the present, CalWORKs has undergone several 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 California law.

1998

CalWORKs Implementation – WIC Sections 11200-11526.5

The CalWORKs program, California's version of the TANF program, was implemented.

CalWORKs 60-Month Time Limit – WIC 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.

2002

County Performance Incentives End – WIC Section 10544.1

Counties were afforded the opportunity to 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 process and increased/decreased by caseload growth/decline.

2003

Quarterly Reporting/Prospective Budgeting – WIC Sections 11265.1 and 11265.2

The monthly reporting/retrospective budgeting system was replaced with a Quarterly Reporting/Prospective Budgeting (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 an increased grant amount or increased benefits when they occur.

2004

Work Participation – WIC 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 – *WIC Section 11325.22*

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

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 – *WIC Section 10535*

An additional \$90 million in TANF funds was provided for Employment Services to help improve client participation levels.

Cost Of Living Adjustment Elimination to the CalWORKs MAP Levels – *WIC Section 11453*

The annual Cost Of Living Adjustment (COLA) to the CalWORKs MAP levels was eliminated effective FY 2007-08 and thereafter.

Durational Sanctions – *WIC Section 11327.5*

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, was removed. Instead, any sanction may end at the point the noncompliant individual performs the activity they previously failed or refused to perform.

CalWORKs Homeless Assistance Program – *WIC Section 11450(f)(2)(A)(B)*

The daily rate for temporary shelter assistance was increased, and homelessness criteria was redefined 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 – *WIC Section 11322.63*

Counties were provided funding outside of the CalWORKs Single Allocation to pay 50 percent of a CalWORKs WTW participant's wage subsidy while participating in public or private sector Subsidized Employment. Participation is limited to a maximum of six months for each WTW participant, up to 50 percent of the MAP for the family.

2009

Four Percent Maximum Aid Payment Reduction – WIC Sections 11450, 11452, and 11453

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

ARRA of 2009 – WIC 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 – WIC 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 – WIC 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, and Employment Services Funding Flexibility – WIC 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.

2011

Eight Percent Maximum Aid Payment Reduction – WIC Sections 11450, 11452, and 11453

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

CalWORKs 48-Month Time Limit – WIC Section 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 had a time limit exemption.

Earned Income Disregard Reduction – WIC 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 – WIC 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, and Employment Services Funding Flexibility – WIC Sections 11325.71 and 11329.5(f)

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 was extended for FY 2011-12.

Changes to Subsidized Employment – WIC 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 (Chapter 589, Statutes of 2007) 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 – WIC 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 – WIC Section 11265.45, 11322.85, 11320.1, 11320.3, 11325.71, 11329.5, 11462.04, 11464, 11487, 12301.06, 12305.87, 12306.6, 14124.93, 15525, 18285, 19704, 19705, and 19709

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 EID 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 is 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), quarterly income verification requirements changed to an annual requirement.

End of WTW Temporary Exemptions for Young Children – WIC Sections 11320.3(g), 11320.3(h), and 11320.3(b)(6)(A)(iv)

The temporary exemptions for parents of young children through the end of calendar year 2012 was extended; 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 – WIC 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 – WIC 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 24MTC. Single parents with no child under six must 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 24MTC, unless otherwise exempt, or having received an extension, work-eligible adults must meet federal work requirements to continue receiving cash aid.

Annual Reporting/Child-Only (AR/CO) – WIC 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 those 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 – WIC 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.

2013

Work Incentive Nutritional Supplement – WIC Section 15525

A monthly additional food assistance benefit of \$10 was provided to CalFresh households working sufficient hours to meet TANF WPR, effective January 1, 2014.

Semi-Annual Reporting – WIC 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 (FPL) 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 – WIC Section 11325.2(b)

Funding was provided for the development and implementation of a statewide standardized appraisal tool, known as the OCAT, which will lead to more effective placement in work activities and referral to supportive services.

Expanded Subsidized Employment – WIC Section 11322.63

Counties were allocated funds, in addition and independent of, the CalWORKs Single Allocation, to expand Subsidized Employment program opportunities in California.

Family Stabilization – WIC Section 11325.24

Family Stabilization (FS) was established to provide 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 – WIC Section 11155

Increased the equity value limit of a vehicle to \$9,500 and added 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 – WIC Sections 11251.3 and 11486.5

The safety net and felon adult CalWORKs cases are funded with non-MOE General Fund 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 is considered unearned income and counted against the assistance payment. Counties must remove all child support-related sanctions and penalties for these cases retroactively effective to June 1, 2014.

Changes in WTW Hourly Work Participation Determination – WIC 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 – WIC Section 11325.24

FS was amended to allow housing assistance to families. Recipients who refuse or are unable to follow their FS plans without good cause are returned to the WTW program.

CalWORKs Housing Support – WIC 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 – WIC Section 11450.025

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

Approved Relative Caregiver Funding Option – WIC Section 11461.3

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

2015

Pregnant Women – WIC Section 11450

Expanded 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 – WIC Section 11253

Eliminated 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 FS services.

Online CalWORKs Appraisal Tool Statewide Training and Implementation –
WIC Section 11325.2(b)

Funding was provided for the development and implementation of a statewide standardized appraisal tool, known as the OCAT, to identify 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 – WIC Section 11450.025

All CalWORKs MAP 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 – WIC 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,

2016

1.43 Percent MAP Increase – WIC 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 – WIC Section 11450

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

Maximum Family Grant (MFG) Repeal – WIC Section 11450.04

In accordance with the Budget Act of 2016, cash grants were 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 is denied aid because they were 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 – WIC Section 11320.15 and 11322.64

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

Participation in Workforce Innovation and Opportunity Act of 2014 Activities – WIC Section 11322.63

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

Simplified CalWORKs Application Process and Form for Non-Needy Caretaker Relative with Relative Foster Child Placed in The Home – WIC Section 11253.2

The CalWORKs program 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 now uses a simplified form that asks for information regarding income and resources only about the child. Some of the CalWORKs program rules also have been waived to simplify the process, since these foster parents must

already undergo background screening and are not subject to the WTW rules when not requesting aid for themselves.

CalWORKs Grieving Parent/Caretaker Provisions – *WIC Sections 11321 and 11450.05*

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

Counties are 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.

2017

Welfare-to-Work Diaper Benefit for Families – *WIC Section 11323.2*

In accordance with AB 480 (Chapter 690, Statutes of 2017), beginning April 1, 2018, diaper benefits are included as a WTW supportive service. Any WTW participant who is participating in an approved WTW plan is eligible for \$30 monthly to assist with diaper costs, for each child who is under 36 months of age.

Homeless Assistance Benefits for Victims of Domestic Abuse – *AB 557 (Chapter 691, Statutes of 2017), WIC Sections 11450, 11253.5, 11265.8, 11495.16 and 11495.17*

In accordance with AB 557, eligibility for CalWORKs HA benefits for victims of domestic abuse is extended to provide the assistance needed to escape the abuser and allow their eligibility to be determined without their abuser being considered as part of the household. It also requires CDSS to report to the Legislature in hearings as a part of the annual budget process regarding the number CalWORKs WTW recipients who have been identified as a potential victim of domestic abuse; and to implement and administer the law through all-county letters and emergency regulations by no later than July 1, 2020.

CalWORKs High School Equivalency Option – *AB 1604 (Chapter 303, Statutes of 2017,)WIC Sections 11320.1 and 11325.3*

In accordance with AB 1604, CalWORKs recipients who have not received a high school diploma or its equivalent can participate in a high school equivalency program to complete a high school equivalency test recognized by the California Department of Education (CDE) prior to an assessment. This law allows these recipients to participate in other activities, such as mental health or substance abuse treatment services, if they elect not to participate in the specified activities and requires a written decision on the WTW plan.

CalWORKs Required Participation Clarification – *AB 1604 (Chapter 303, Statutes of 2017), WIC Section 11322.8*

AB 910 clarified that an adult in an AU that includes two adults, one of whom has a disability, is required to participate in WTW activities for the same number of hours per week as an adult in

an assistance unit that includes only one adult. The bill also provided that the hour requirement is an average of at least 20 hours per week during the month for a pregnant woman receiving CalWORKs benefits during the above-described 24 months, and an average of at least 30 hours per week during the month after the 24 months, if the AU consists only of that pregnant woman.

CalWORKs Outcomes and Accountability Review – SB 89 (Chapter 24, Statutes of 2017), WIC Section 11523

In accordance with SB 89, Cal-OAR was established to facilitate local accountability and continuous improvement in the CalWORKs program. CDSS convened a workgroup comprised of county staff, legislative staff, welfare advocates, researchers, tribal organizations, workforce development boards, and CalWORKs clients tasked with developing the work plan to implement Cal-OAR by July 1, 2019.

Repeal of Statewide Fingerprint Imaging System – WIC Sections 10830 and 10831

SB 89 repealed the statewide fingerprint imaging system as of July 1, 2018.

2018

Community Resiliency and Disaster Preparedness Act of 2017 – AB 607 (Chapter 501, Statutes of 2017), WIC Sections 11100 and 11105

AB 607, the Community Resiliency and Disaster Preparedness Act of 2017, authorized a person who shows that they have not established residence elsewhere and has been prevented from returning to the state due to a disaster declared by the Governor or the President of the United States, to continue the participant's CalWORKs eligibility. In the event of a state or federally declared disaster in a county, the county human services agency is required to coordinate with public and private disaster response organizations and agencies to identify and inform recipients of their eligibility for the temporary and permanent homelessness assistance.

CalWORKs Child Support – SB 380 (Chapter 729, Statutes of 2017), WIC Sections 11008.14 and 11450.17

SB 380, effective November 1, 2018, allows caretaker relatives to exclude a child from the AU if the child receives child support payments from the noncustodial parent(s) in an amount higher than the grant they would receive if included in the CalWORKs assistance payment and the child support would not count against the remaining AU members' grant amount. The caretaker relative can only make this choice during the SAR and annual redetermination time or if the child support payments stop or decrease significantly.

CalWORKs Overpayments/CalFresh Overissuances – SB 360 (Chapter 390, Statutes of 2017), WIC Section 10980

SB 360, effective January 1, 2018, prohibits a person from being subject to criminal prosecution for an overpayment or overissuance of benefits, obtained under the CalWORKs program or the

CalFresh program, for any month in which the county was in receipt of any Income Evaluation Verification System data match information indicating any potential for an overpayment or an over issuance and the county did not provide a timely and adequate notice to the client for the collection of the overpayment or the over issuance.

CalWORKs Educational Opportunity and Attainment Program – *WIC Sections 11340 through 11346*

Effective January 1, 2018, CalWORKs recipients may apply to receive a one-time education incentive award in the amount of \$500 for completion of a high school diploma or its equivalent, or a one-time education stipend of \$1,000 for enrollment in an education or training program leading to a certificate, associates, or bachelor's degree.

One-time funding of four million dollars was appropriated in FY 2017-18 for this program; once this funding was expended, CWDs were not required to expend additional funds for this program.

2019

Ten Percent MAP Increase – *WIC Section 11450.025*

To reduce deep poverty among California's most vulnerable children and families, all CalWORKs MAP levels increased by 10 percent effective April 1, 2019.

Scholarship and Award Exemptions – *SB 360 (Chapter 390, Statutes of 2017), WIC Section 11157*

AB 807 exempted all scholarships awarded to children as well as income earned for temporary employment related to the decennial U.S. Census from consideration as income for the purposes of determining CalWORKs eligibility or grant amount.

CalWORKs Overpayment – *SB 726 (Chapter 930, Statutes of 2018), WIC Section 11004*

Effective July 1, 2019, SB 726 increases the CalWORKs overpayment threshold from \$35 to \$250. Except in cases involving an investigation into suspected fraud, if the individual responsible for the overpayment has not received aid for 36 consecutive months or longer, the county shall deem an overpayment uncollectible and discharge the overpayment. Additionally, this statute change requires a county to expunge an overpayment if the county determines that the overpayment has been caused by a major systemic error or negligence. This statute change also prohibits the commencement of the action if the case record or any consumer credit report used in the case has not been made available or has been destroyed.

Effective June 1, 2020, the 2019 Budget Act delayed implementation of the discharging provisions of SB 726, until the Statewide Automated Welfare System (SAWS) can produce a report identifying overpayments eligible for discharge.

CalWORKs Home Visiting Program – *AB 1811 (Chapter 35, Statutes of 2018), WIC Sections 11330.6, 11330.7, 11330.8, and 11330.9*

The CalWORKs HVP was established by AB 1811 as an annual ongoing voluntary program for the purpose of supporting positive health, development, and well-being outcomes for eligible pregnant and parenting women, families, and infants born into poverty, expanding their future educational, economic, and financial capability opportunities, and improving the likelihood that they will exit poverty. The program provides high-quality, evidence-based, culturally competent services to pregnant women, parents or caretaker relatives, and children for 24 months or until the child's second birthday, whichever is later.

2020

Asset and Vehicle Value Limit Increases – WIC Section 11155 and 11257

The 2019 Budget Act increased the CalWORKs resources limit from \$2,250 to \$10,000 and from \$3,500 to \$15,000 for CalWORKs family members age 60 or older, or disabled, and vehicle limits from \$9,500 to \$25,000 effective June 1, 2020. CalSAWS automation has been completed and these totals are now updated on an annual basis.

12-Month Immediate and Continuous Eligibility – SB 80 (Chapter 27, Statutes of 2019), WIC Section 11323.2

SB 80 increased access to child care services for CalWORKs participants by authorizing CalWORKs Stage One Child Care immediately upon CalWORKs cash aid approval and continuously for 12 months or until the participants are transferred to and care is confirmed in CalWORKs Stage Two, effective October 1, 2019. CalWORKs recipients, including those with a sanction, are authorized for child care if they are engaged in program activities or express the intent to participate. Child care is authorized as full-time unless the recipient specifically requests part-time care.

Earned Income Disregard Increases – WIC Section 11451.5

Under current law, the net non-exempt income that is used to determine the AU's MAP is calculated by disregarding the first \$550 of disability-based unearned income (DBI) and/or any earned income and 50 percent of any remaining earned income. If the AU has earned income only, the first \$550 and 50 percent of the remaining earned income is disregarded when calculating the MAP.

SB 80 implemented the following increases to the disability-based and EID for CalWORKs recipients:

- Effective June 1, 2020, or when automated in SAWS, the EID will increase from \$225 to \$500;
- Effective June 1, 2021, or one year from date, the first increase is automated in the SAWS, the EID will increase from \$500 to \$550; and
- Effective June 1, 2022, or two years from the date the first increase is automated in the SAWS, the EID will increase from \$550 to \$600.

Income Reporting Threshold – WIC Section 11265.3

Under the SAR and annual reporting/child-only (AR/CO) regulations, current law requires CalWORKs recipients to report only certain changes in their income or family circumstances mid-period. One such mandatory mid-period report is when the AU's total income exceeds the (Income Reporting Threshold) IRT. Currently, the CalWORKs IRT for an AU is the lower of three tiers which are:

- 1) Fifty-five percent of the FPL for a family of three, plus the amount of income last used to calculate the AU's monthly grant amount;
- 2) The amount of income likely to render the AU ineligible for CalWORKs benefits, and;
- 3) One hundred and thirty percent of the FPL or the level at which a household becomes financially ineligible for CalFresh. As the first two tiers never exceed the third tier, Tier 3 is not currently operational in the CalWORKs program.

Effective June 1, 2020, or when automation is complete in the SAWS, whichever is later, SB 80 replaces the CalWORKs Tier 2 IRT (the amount of income likely to render the AU ineligible for CalWORKs) with what was previously the CalWORKs Tier 3 IRT (130 percent of the FPL). Families will continue to be required to report whenever their income exceeds the CalWORKs Tier 1 IRT, or the new CalWORKs Tier 2 IRT, whichever is lower. Families will not be rendered ineligible until their income exceeds the new CalWORKs Tier 2 IRT, or 130 percent of the FPL.

Expanded Home Visiting Eligibility – *WIC Section 11330.6*

SB 80 changed the population served for the CalWORKs HVP by removing the provision that required the eligibility for home visiting services to be a first-time parent; adding eligibility for a pregnant individual who has applied for CalWORKs aid within 60 calendar days prior to reaching the second trimester of pregnancy and would be eligible for CalWORKs aid other than not having reached the second trimester of pregnancy adding eligibility for an individual who has applied for and is apparently eligible for CalWORKs aid as defined in the Manual of Policies and Procedures (MPP) 40-129.11; and allowing counties and the HVP the option to incorporate participation of the noncustodial parent of a child who is a member of a CalWORKs AU into home visiting services delivered to the primary custodial parent, subject to the agreement of both the custodial and noncustodial parents. These changes will allow both parents to receive the benefit of consultation from a trained home visitor.

Cal-OAR One-Year Pause and Continuous Quality Improvement Cycle Extension – *WIC section 11523*

The passage of AB 79 paused required county participation in Cal-OAR during FY 2020-21.

Pursuant to SB 89 (Chapter 24, Statutes of 2017), Cal-OAR was initially required and designed as a three-year cycle. The passage of AB 79 extends the length of each Cal-CQI cycle from three years to five years. As such, the first Cal-OAR cycle begins July 1, 2021 and concludes on June 30, 2026.

CalWORKs 60-Month Time Limit – *WIC sections 11454, 11454.1, and 11454.5*

Effective May 1, 2022, the time limit for adults returned to 60 months from 48 months, including all months on aid received in California since January 1, 1998, per AB 79. Adults may continue to receive additional months of aid when eligible to a time limit exemption or time limit extender.

Redetermination and Eligibility Status Report (SAR 7) – *WIC section 11265.45*

AB 79 also requires the CalWORKs AU to provide information of income received during the last 30 days prior to submission of the AU's annual redetermination of eligibility. The law also eliminates the signature date requirement for submitting the Eligibility Status Report Form (SAR 7), expands the options for the CWD to attempt to make a personal contact to remind the AU that a SAR 7 or redetermination is due, and requires CWDs to attempt to collect the necessary information to complete the SAR 7 or redetermination.

Repeal of the 24 Month Time Clock – *WIC section 11320.3, 11322.6, and 11325.21*

Passage of AB 79 repealed both the WTW 24MTC and CalWORKs federal standards and establishes the CalWORKs "minimum standards" as the sole set of CalWORKs hourly participation requirements throughout a client's time on aid, referred to henceforth as CalWORKs Hourly Participation Requirements. The CalWORKs Hourly Participation Requirements mirror the 24MTC "minimum standards," but AB 79 allows them throughout a client's time on aid. As compared with the CalWORKs federal standards, the CalWORKs Hourly Participation Requirements have lower weekly participation requirements, no core hourly requirement, and no time limits on education or barrier removal services for the duration of the 24MTC. These changes became effective May 1, 2022.

Cal-Learn Case Management and AB 79 – *WIC sections 11330.6 – 11330.9*

AB 79 established an expanded list of Cal-Learn programs, intensive case management options counties may choose from in providing services to pregnant and parenting teens. Prior to the passage of this law, Cal-Learn intensive case management was required to follow Adolescent Family Life Program (AFLP) standards. Following passage of this law, counties may also offer case management to Cal-Learn teens through CDSS' HVP and/or other appropriate HomVEE-approved, evidence-based case management models.

Family Stabilization – *WIC section 11325.24*

AB 79 allows for clients to receive FS services, including mental health, substance abuse, and domestic violence counseling, throughout their time on aid. Prior to passage, clients were required to have months left on their 2MTC in order to access supports offered through the WTW FS program. These changes became effective May 1, 2022.

Establishment of the Child Care Providers United Union

With the establishment of the Child Care Providers United (CCPU) union pursuant to AB 378 (Chapter 385, Statutes of 2019), CDSS participates in collective bargaining over policies pertaining to family child care providers, such as rates and other issues within the scope of bargaining. Pursuant to the [Agreement](#) reached between CCPU and the State of California, which was codified via AB 131 (Chapter 116, Statutes of 2021) and signed by the Governor on

July 23, 2021, and ratified by the union on July 26, 2021, several benefits were extended to families and/or child care providers, effective July 1, 2021, through June 30, 2023, including the following:

1. Waiver of Family Fees (Child Care Bulletins (CCB) No. [21-01](#) and [21-06](#))
2. Reimbursement Based on Enrollment Rather than Attendance, otherwise referred to as “hold harmless” (CCB No. [21-07](#))
3. Additional 16 Paid Nonoperational Days for COVID-19-related closures (CCB No. [21-09](#))
4. Provider Reimbursement Rate Increases (CCB Nos. [21-21](#), [21-26](#), and [21-26E](#))

Additionally, within the agreement, the creation of several Joint Management Labor committees occurred. These committees address agreed upon topics such as supplemental rates, health benefits, retirement, and the use of funds designated to training for providers.

The State and CCPU reached a tentative second agreement in the summer of 2023, which was awaiting formal ratification by the union and the State as of mid-July 2023.

Child Care Transition and System Reform

The Education Omnibus Budget trailer bill, SB 98 (Chapter 24, Statutes of 2020), provided for the transfer of various programs, responsibilities, services, and systems relating to child care and development that were previously administered by CDE to CDSS effective July 1, 2021.

2020 COVID-19 Program Impacts

CalWORKs Pandemic Unemployment Compensation Disregard – *WIC Section 11157(d)(1)*

Pandemic Unemployment Compensation (PUC) payments are excluded income when determining CalWORKs initial and continued eligibility or grant amounts in alignment with both CalFresh and Medi-Cal. These payments are part of the federal government’s response to COVID-19, and this temporary income disregard helps ensure CalWORKs applicants and recipients continue to have access to benefits and services. This disregard will remain in effect so long as federal PUC is exempt as income for purposes of establishing eligibility for the CalFresh program.

Golden State Grants – *SB 88 (Chapter 8, Statutes of 2021)*

As part of the Golden State Stimulus plan, signed into law by Governor Gavin Newsom on February 23, 2021, all CalWORKs AU’s received a one-time automatic grant of \$600. The grants were issued to active CalWORKs cases on March 28, 2021. The Golden State Grants did not count as income nor affect eligibility in other programs including CalFresh and Medi-Cal.

CalWORKs Student Supportive Services – *SB 1232 (Chapter 366, Statutes of 2020); WIC Sections 11322.84 and 11323.21*

Effective January 1, 2021, SB 1232 entitled CalWORKs eligible individuals participating in a full-time or part-time educational activity at a publicly funded postsecondary educational institution to receive an advance standard payment for books and college supplies of \$175 to \$500 per semester or quarter, as specified.

2021

October 2021 MAP Increase – WIC Section 11450.025

In an effort to reduce deep poverty among California's most vulnerable children and families, all CalWORKs MAP levels were increased by 5.3 percent effective October 1, 2021.

Pregnancy Verification Requirement – WIC Section 11450(b)

Effective July 1, 2021, a pregnant person only applicant who cannot provide medical verification of pregnancy shall be allowed to submit a sworn statement, signed under penalty of perjury, to verify the pregnancy in order for aid and the pregnancy special needs payment to be authorized. When an applicant is unable to provide a written statement, a completed Statement of Facts shall be accepted.

Pregnant person only applicants who provide the sworn statement shall be required to provide the medical verification of pregnancy within 30 working days following submittal of the sworn statement for benefits to continue. The CWDs shall continue aid when the individual presents evidence of a good-faith effort to comply with this requirement.

Pregnancy Exemption for Welfare-to-Work Participation - SB 65 (Chapter 449, Statutes of 2021); WIC Section 11320.3 (b)(7)

Effective January 1, 2022, SB 65 changed WTW participation policy to remove the pregnancy medical verification and county determination requirements and would instead provide a participation exemption from WTW to any recipient who is pregnant

In-Person Photo Identification Requirement – WIC Section 10831

Effective July 1, 2021, in addition to providing photo identification in-person, applicants shall be permitted to present photo identification virtually if the virtual method used allows the county worker to view and identify the applicant presenting the photo identification. Virtual methods include but are not limited to electronic computerized, videoconferencing, and smartphone application methods such as WebEx, Microsoft Teams, Zoom, or FaceTime. Applicants shall be allowed to choose the method to present photo identification, if available. The CWDs shall not require one method over the other.

Signature Requirement – WIC Section 11054

Effective July 1, 2021, an applicant may complete the affirmation of eligibility by means of an oral attestation in lieu of a written attestation if the applicant is unable to provide a physical signature or the CWD is unable to accept an electronic and/or telephonic signature.

Increase to the Pregnancy Special Needs Payment – WIC Section 11450(c)(1)

Effective May 1, 2022, or when automation is completed in the SAWS, whichever is later, the monthly pregnancy special needs payment will increase from \$47 to \$100.

Early Eligibility for Pregnant Person Applicants – WIC Section 11450(b)(2)(A)

Effective July 1, 2022, or when automation is completed in the SAWS, whichever is later, pregnant adults age 19 or older with no other eligible children in the home will be eligible as of the date of their application, if the pregnant person or the child, if born, would have qualified for CalWORKs aid.

Twenty-Four Month Overpayment Establishment and Calculation Timeframe for the CalWORKs Program – WIC Section 11004

Effective July 1, 2022, or when automation is completed in the SAWS, whichever is later, CWDs may only establish CalWORKs overpayments if all or a portion of the overpayments occurred within the 24 months immediately prior to the date of the discovery. Overpaid benefits that were issued more than 24 months prior to the date of discovery will not be included when calculating the overpayment claim.

Overpayments Incurred During the COVID-19 Pandemic Emergency – WIC Section 11004.1

Effective August 1, 2021, all CalWORKs overpayments established on or after August 1, 2021, for the benefit months of April 2020 through the end of the pandemic emergency, or June 2022, whichever is sooner, must be classified as administrative error.

Employment Services Intensive Case Management – WIC Section 15204.35

Effective July 1, 2021, the case management hours for intensive cases are incrementally increased for each of the FY 2021-22 and FY 2022-23. Subject to an appropriation in the Budget Act of 2023, the case management hours for intensive cases shall incrementally increase in FY 2023-24 and FY 2024-25 to reach the total of 10 hours.

Welfare-to-Work Self-Employment – WIC Section 11322.82

Effective on or before October 1, 2022, for the purposes of calculating the number of hours for self-employment shall be based solely on the number of hours the recipient is engaged in self-employment activities.

Family Reunification – WIC Section 11203

Effective July 1, 2022, the parent or parents shall be considered living with the needy child or needy children for a period of up to 6 months, or for a time period as determined by CDSS, of the needy child's or children's absence from the family assistance unit and the parent or parents will be eligible for aid and all other CalWORKs services including child care.

Removal of CalWORKs Stage One Child Care and Child Care Health and Safety Requirements from the CalWORKs Single Allocation – WIC Section 15204.2(e)

Effective July 1, 2021, all administrative and program services costs related to CalWORKs Stage One Child Care and Child Care Health and Safety Requirements will not be allocated within the CalWORKs Single Allocation. Costs will instead be allocated separately and will be fully reimbursed at 100 percent without any county share or over-match.

CalWORKs Promotional Campaign – WIC Section 10850

Effective July 1, 2021, CDSS has the authority to use administrative data for the purposes of outreach regarding poverty-reducing and public health benefits and services.

CalWORKs Modernization and Statewide Racial Equity and Implicit Bias Training – WIC Section 11523.6

County CalWORKs staff will receive training aimed at assisting counties in implementing CalWORKs 2.0 principles and Cal-OAR and embedding these approaches into program service delivery. By July 1, 2022, CDSS was required to enter into one or more contracts to develop this training, which will acknowledge and address an intentional shift to a trauma-informed, anti-racist, anti-stigma and implicit bias-aware culture and climate in the program. The legislation recognizes that the aim of the CalWORKs program is to achieve positive outcomes for child and family health and well-being.

2022

October 2022 MAP Increase – WIC Section 11450.025

In a continued effort to reduce deep poverty among California's most vulnerable children and families, the Budget Act of 2022 increased MAP levels for all families. Effective October 1, 2022, a 10.0 percent MAP increase in addition to the 11.0 percent increase warranted by available funding in the Child Poverty and Family Supplemental Support Subaccount provided a combined increase of 22.1 percent.

Afghan Arrivals Support – Public Law 117-43 Section 2502

Effective July 1, 2022, federal benefits are provided to humanitarian parolee individuals arriving from Afghanistan in households with children under 18 years of age.

Ukrainian Arrivals Response – Public Law 117-128 Section 401

Effective July 1, 2022, federal benefits are provided to humanitarian parolee individuals arriving from Ukraine in households with children under 18 years of age.

CalWORKs Child Support Pass-through to Families – AB 207 (Chapter 573, Statutes of 2022); WIC Section 11477; Family Code Section 17504

Beginning July 1, 2023, all child support payments received on behalf of formerly assisted families will be granted a disregard of up to \$100 for a family with one child and \$200 for a family with two or more children. Beginning January 1, 2024, AB 207 prohibits the income derived from support for consideration as income or resources for the purposes of the CalWORKs grant computation and therefore will not be deducted from the amount of aid that a family would otherwise be eligible for.

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Chapter 5 – Welfare-to-Work Participation

This chapter describes CalWORKs WTW participation. As a condition of receiving CalWORKs assistance, adults must participate in activities for a specified number of hours, unless they qualify for an exemption from WTW participation. This chapter begins with a table detailing the differences between the CalWORKs participation requirements and the federal TANF participation requirements. The chapter then chronicles California’s WPR trends over various time periods.

In response to the health and economic disruption caused by the COVID-19 pandemic, the CalWORKs WTW program temporarily adjusted the participation standards detailed in this section. As described in an [All County Letter No. 20-21](#), dated March 13, 2021, “CWDs may provide existing WTW good cause and/or WTW exemptions in response to COVID-19.” This guidance effectively suspended WTW participation requirements due to COVID-19 economic realities and public health concerns. The federal government waived WPR penalties in response to the pandemic; therefore, the suspension of WTW participation requirements in California did not result in a WPR penalty for failure to meet performance targets.

To continue providing services and support during the pandemic, CDSS invested in a “distance learning” mobile application and text messaging platform so that program participants can receive education and training through their electronic device to build skills for future employment. The platform is available for statewide use at no cost and allows CWDs to monitor skills gains, certificate attainment, and overall WTW engagement.

CalWORKs performance presently is measured federally by the WPR, the sole measure used by the Administration for Children and Families (ACF) to quantify the performance of state TANF programs. States that receive TANF funding are required to have 50 percent of all families and 90 percent of two-parent families comply with work requirements in each FFY (although those numbers are adjusted by a number of factors to result in varying effective annual rates of required participation). 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.

Chapter Five details California’s WPR history and the recent WPR improvements, which have eliminated or reduced several years of penalties through the federal corrective compliance process and decreased originally assessed penalties of \$1.862 billion, to a current \$790.8 million, and ultimately projected to be reduced, to a final penalty for all years through FFY 2021 of approximately \$63.7 million.

Federal regulations allow for several penalty mitigation options, and California is exercising those options for all remaining noncompliance penalties. The options afforded to states to mitigate a penalty for WPR noncompliance are a dispute of the penalty calculation, a claim of Reasonable Cause for failure (due to natural disasters, for example), and the submittal of a Corrective Compliance Plan (CCP). California has submitted seven CCPs for the penalties assessed for WPR noncompliance from 2008 through 2014, and penalty calculation disputes for the 2015 through 2020 penalties. Chapter Five provides the status of these penalties and California's WPR compliance efforts. This chapter concludes with details concerning California's TANF WPRs over selected time periods.

CalWORKs hourly WTW 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 AU and the age of the children in the AU. A table is provided in this chapter that details differences between the two different "time clocks".

Key Terms in This Chapter

- **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 Code of Federal Regulations (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 they are required to participate in WTW.
- **Exempt Case** – This refers to cases with an individual who is exempt from participation in WTW 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 began on October 1, 2012, and ended on September 30, 2013.
- **Good Cause** – An individual in good cause status is excused from WTW 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 WTW activities. Good Cause status is defined in the MPP 42-713.
- **Non-Compliant** – This refers to an individual who has been sent a notice of non-compliance with WTW participation requirements but has not yet returned to participation or been sanctioned.

- **Penalty Calculation Dispute** – Federal regulations allow states assessed with penalties for WPR noncompliance to submit a dispute of the initial penalty calculation.
- **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 60-month lifetime assistance limit (the 60-month time limit became effective May 1, 2022, the time limit was 48-months from July 2011 through April 2022).
- **Sanctioned Cases** – This refers to cases with an individual who has been removed from aid due to non-compliance with WTW participation requirements.
- **Unduplicated Cases** – This is data included in the WTW 25 and 25A data report. It 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 excluding a parent who is:
 - A minor parent and not the head-of-household;
 - A non-citizen who is ineligible to receive assistance due to the non-citizen's immigration status; or
 - At state option on a case-by-case basis, a recipient of SSI benefits.

The term also excludes:

- A parent providing care for a family member with a disability 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 family member with a disability;
- 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 WPRs, as permitted under CFR 45 § 261.25.

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CalWORKs WTW Activities and Hourly Requirements

Adults participating in CalWORKs are required to participate in WTW activities as a condition of aid, unless exempt, until the lifetime maximum of 60 months for CalWORKs assistance is reached. Once the 60-month time limit is reached for the adult, aid can continue for an eligible child or children until they reach age 18.

CalWORKs Participation Requirements

CalWORKs recipients can 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.

Clients must meet CalWORKs minimum standard hourly participation requirements. The hourly requirement is 30 hours per week for single parents, 35 hours per week for two parent families, and 20 hours per week for single parents with a child under six.

Table 5A. CalWORKs WTW Activities and Hourly Requirements

Activities	Adults' 60 Months on Aid
Hourly Participation Requirements (monthly average hours per week/core hours required)	20
Single parent with child under 6	
Single-parent families with children ages 6 and over	30
Two-parent families	35
- Two Parents with one disabled or ineligible parent - With child under 6 years old - Without child under 6 years old	20 30
WTW Activities	- Employment Activities ⁽¹⁾ - Vocational education (12-month lifetime limit) - Job search - Job readiness activities - Work experience - Community service - Job skills training - Adult basic education - Secondary school - Barrier removal activities ⁽²⁾
Employment Services	
- Child care - Supportive services	✓ ✓

Data Sources: [Welfare-to-Work 25](#) and [25A](#)

Notes:

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

²Barrier removal activities include mental health, substance abuse, and domestic violence services intended to remove barriers to Welfare-to-Work participation

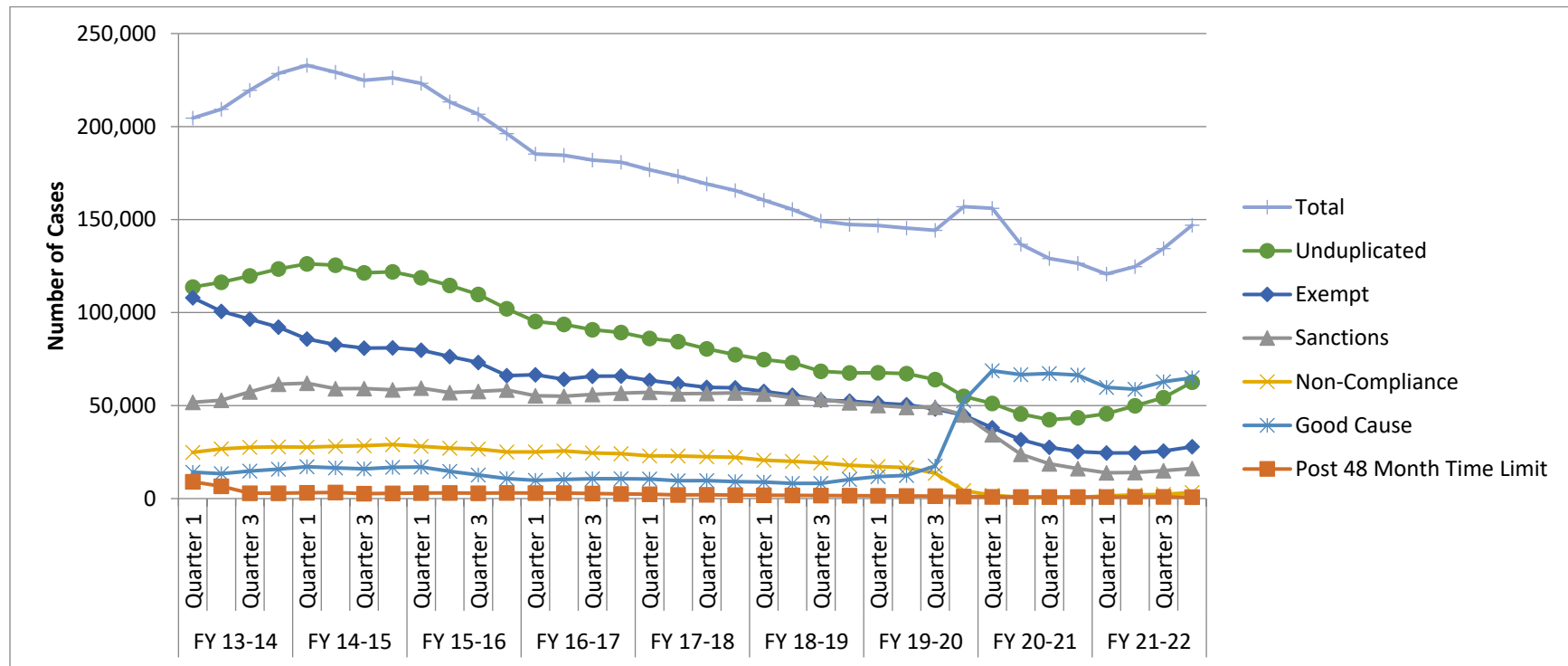
Quarterly Analysis of the WTW Population

The WTW 25 and 25A primarily provide data about the activity participation of the WTW population from each of the 58 counties. The categorical delineations that comprise the WTW 25 and 25A reflect both the WTW status and the activity participation of individuals. The categories in Figure 5A and Table 5B are defined as:

- **Total** – The Employment Services Total is the sum of the Sanction, Non-Compliance, Good Cause, and Unduplicated populations. These populations are combined in the Employment Services Total category because these individuals are either participating, or required to participate, in WTW. Participating individuals in the Exempt or Post 60-Month population are also represented in the Unduplicated Count and therefore will also be reflected in the Employment Services Total;
- **Unduplicated Individual** – The Unduplicated Individual count in the WTW 25 and 25A represents individuals participating in WTW activities and does not duplicate counts for individuals participating in more than one reported activity;
- **Exempt** – This is the number of individuals reported as being exempt from participation in WTW, due to meeting a qualifying criterion;
- **Sanctioned** – This is the number of individuals who have been removed from aid due to non-compliance with WTW participation requirements;
- **Non-Compliant** – This is the number of individuals who have been sent a notice of non-compliance with WTW participation requirements, but have not yet returned to participation or been sanctioned;
- **Good Cause** – This is the number of individuals in good cause status who are excused from WTW participation because 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 WTW activities; and
- **Post 60-Month Time Limit** – This is the number of individuals receiving services post 60-month time limit at a county's discretion.

**Figure 5A. Quarterly Analysis of the Welfare-to-Work Population:
FY 2013-14 through FY 2021-22**

In 2009 AB X4 4 (Chapter 4, Statutes of 2009), WIC Section 11320.3, 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 six, from participating in WTW activities. As a result, the number of exempt individuals increased from 2009 through 2013. SB 1041 ended the young child exemptions as of January 1, 2013.



Data Sources: [CalWORKs Welfare-To-Work Monthly Activity Report – All \(Other\) Families \(WTW 25\)](#) and [CalWORKs Welfare-to-Work Monthly Activity Report – Two Parent Families \(WTW 25A\)](#)

Note: * Due to COVID-19, participants were provided good cause for non-participation in WTW activities as job sites, schools, and service providers closed resulting in the dramatic FY 2019-20 spike seen in the chart above. ** On May 1, 2022, the Post 48 month time limit was changed to a 60 month time limit.

**Table 5B. Quarterly Analysis of the Welfare-to-Work Population:
FY 2013-2014 through 2021-22**

Fiscal Year and Quarter	Exempt	Post-60M Time Limit	Sanctions	Non-Compliance	Good Cause	Unduplicated	Total ⁽¹⁾
FY 2013-14 Q1	107,973	9,034	51,750	24,866	14,191	113,737	204,544
FY 2013-14 Q2	100,680	6,659	52,895	26,741	13,401	116,327	209,364
FY 2013-14 Q3	96,460	2,885	57,377	27,590	14,799	119,759	219,525
FY 2013-14 Q4	92,166	2,914	61,529	27,768	15,841	123,453	228,591
FY 2013-14 FY Average	99,320	5,373	55,888	26,741	14,558	118,319	215,506
FY 2014-15 Q1	85,760	3,136	62,042	27,616	17,108	126,213	232,979
FY 2014-15 Q2	82,764	3,257	59,077	28,147	16,527	125,505	229,255
FY 2014-15 Q3	80,870	2,675	59,174	28,394	15,936	121,391	224,894
FY 2014-15 Q4	81,033	2,818	58,446	29,045	16,813	121,943	226,246
FY 2014-15 FY Average	82,607	2,972	59,685	28,301	16,596	123,763	228,344
FY 2015-16 Q1	79,836	3,004	59,397	28,125	16,993	118,718	223,233
FY 2015-16 Q2	76,389	3,085	56,983	27,106	14,611	114,630	213,329
FY 2015-16 Q3	73,208	2,900	57,610	26,623	12,709	109,773	206,714
FY 2015-16 Q4	66,076	3,053	58,356	25,116	10,776	102,028	196,276
FY 2015-16 FY Average	73,877	3,011	58,087	26,743	13,772	111,287	209,888
FY 2016-17 Q1	66,571	2,999	55,246	25,039	9,822	95,189	185,295
FY 2016-17 Q2	64,148	2,984	55,079	25,623	10,284	93,618	184,604
FY 2016-17 Q3	65,784	2,711	56,012	24,535	10,701	90,753	182,002
FY 2016-17 Q4	65,831	2,492	56,683	24,124	10,664	89,333	180,804
FY 2016-17 FY Average	65,584	2,797	55,755	24,830	10,368	92,223	183,176
FY 2017-18 Q1	63,505	2,314	57,139	23,006	10,548	86,067	176,760
FY 2017-18 Q2	61,655	1,950	56,363	22,872	9,601	84,424	173,260
FY 2017-18 Q3	59,819	2,020	56,543	22,473	9,658	80,505	169,179
FY 2017-18 Q4	59,575	1,892	56,868	22,229	9,148	77,413	165,658
FY 2017-18 FY Average	61,139	2,044	56,728	22,645	9,739	82,102	171,214
FY 2018-19 Q1	57,581	1,796	56,198	20,651	8,893	74,714	160,456
FY 2018-19 Q2	55,617	1,730	54,232	20,024	8,160	73,019	155,434
FY 2018-19 Q3	52,835	1,671	53,365	19,274	8,168	68,443	149,250
FY 2018-19 Q4	52,380	1,531	51,545	17,951	10,270	67,598	147,364
FY 2018-19 FY Average	54,603	1,682	53,835	19,475	8,873	70,944	153,126

**Table 5B. Quarterly Analysis of the Welfare-to-Work Population:
FY 2013-2014 through 2021-22 (continued)**

Fiscal Year and Quarter	Exempt	Post-60M Time Limit	Sanctions	Non-Compliance	Good Cause	Unduplicated	Total ⁽¹⁾
FY 2019-20 Q1	51,294	1,484	50,058	17,210	11,865	67,678	146,810
FY 2019-20 Q2	50,444	1,383	49,077	16,634	12,500	67,212	145,424
FY 2019-20 Q3	48,211	1,329	49,093	13,632	17,490	64,032	144,247
FY 2019-20 Q4	44,860	1,132	45,039	4,294	52,625	54,950	156,909
FY 2019-20 FY Average	48,702	1,332	48,317	12,943	23,620	63,468	148,348
FY 2020-21 Q1	38,102	985	34,367	1,824	68,732	51,131	156,053
FY 2020-21 Q2	31,728	899	23,853	742	66,616	45,483	136,694
FY 2020-21 Q3	27,599	871	18,697	658	67,278	42,424	129,057
FY 2020-21 Q4	25,218	852	16,099	548	66,405	43,455	126,506
FY 2020-21 FY Average	30,662	902	23,254	943	67,258	45,623	137,078
FY 2021-22 Q1	24,565	876	13,871	1,461	59,786	45,632	120,750
FY 2021-22 Q2	24,555	929	14,060	1,958	58,816	49,891	124,725
FY 2021-22 Q3	25,561	946	15,054	2,253	62,850	54,257	134,415
FY 2021-22 Q4	27,862	752	16,173	3,300	64,920	62,623	147,015
FY 2021-22 Average	25,636	876	14,790	2,243	61,593	53,101	131,726

Data Sources: [CalWORKs Welfare-To-Work Monthly Activity Report – All \(Other\) Families \(WTW 25\)](#) and [CalWORKs Welfare-To-Work Monthly Activity Report – Two Parent Families \(WTW 25A\)](#)

Note:

¹The Total column does not include individuals in Exempt or Post 60-month time limit status because these individuals are not required to participate in WTW activities.

The numbers displayed in the table for each quarter are monthly averages.

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

Many types of educational opportunities are available to WTW program participants, and they can participate in educational activities throughout their time on aid under the CalWORKs Hourly Participation standards.

Beginning January 1, 2021, participants enrolled in publicly funded postsecondary educational institutions are entitled to advance standard payments for required books and supplies for the classes they enroll in. Additionally, participants enrolled in publicly funded postsecondary educational institutions are not required to complete a job search as their initial engagement activity, assessments are to be conducted only for the purpose of identifying any barriers to participation in education, and eligible participants receive three hours of study time for each academic unit enrolled. Included below are descriptions of various 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 provides 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.

Data Source: [CDSS All County Letter No. 12-69](#)

Table 5D. Average Monthly Percent of Exemptions Granted to WTW Adults: FFYs 2013-2022

Some people are unable to participate in WTW activities. They may receive an exemption from required participation in WTW and continue receiving cash aid. This table displays the average monthly percent of exemptions, by type, granted to WTW adults from FFY 2013 to FFY 2022.

Reason for Exemption ⁽¹⁾	FFY 2013	FFY 2014	FFY 2015	FFY 2016	FFY 2017	FFY 2018	FFY 2019	FFY 2020	FFY 2021	FFY 2022
Percent of WTW Adults with one of the following Exemptions ⁽²⁾	38.9%	34.1%	31.9%	32.6%	34.1%	33.7%	32.4%	28.7%	19.3%	16.0%
Provide Care for Young Children ⁽³⁾	32.3%	8.2%	0.1%	--	--	--	--	--	--	--
Child 0-23 Months of Age ⁽⁴⁾	5.0%	25.7%	33.3%	35.5%	38.1%	39.1%	38.6%	38.6%	35.8%	27.6%
1st and 2nd Exemption for Child ⁽⁵⁾	14.7%	17.5%	19.0%	16.1%	11.8%	10.1%	9.5%	9.5%	9.6%	13.0%
Disabled	17.4%	21.5%	25.2%	27.4%	28.7%	29.8%	30.6%	30.3%	30.7%	33.4%
Caring for Ill or Incapacitated	19.5%	17.5%	13.6%	12.8%	13.0%	13.5%	14.2%	14.9%	16.4%	16.9%
Cal-Learn, Under 16 Years Old, or Child Attending School	4.6%	4.3%	3.9%	3.1%	2.6%	2.0%	1.7%	1.5%	1.9%	1.6%
Pregnant and Cannot Work	1.9%	2.4%	2.5%	2.8%	3.5%	3.1%	3.0%	2.3%	1.4%	2.3%
60 Years of Age or Older	1.5%	1.3%	1.5%	1.7%	1.9%	1.9%	2.0%	2.3%	3.7%	4.6%
Non-Parent Caretaker Providing Care	2.4%	0.9%	0.3%	0.2%	0.1%	0.1%	0.1%	0.1%	0.2%	0.2%
Indian Country or Full Time VISTA Volunteer ⁽⁶⁾	0.3%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

Data Source: WDTIP October 2022 extract.

Notes:

¹ The total includes duplicate adults, as an adult may receive more than one type of exemption.

² Exemption categories below are a ratio of the "Percent of WTW Adults with one of the following Exemptions." Due to rounding, the sum of all exemption categories may not total 100 percent.

³ 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 phased out as cases were re-engaged for WTW or re-evaluated for other qualifying exemptions.

⁴ New young child exemption created by SB 1041 for a parent or caretaker relative who has primary responsibility for providing care to one child from birth through 23 months of age.

⁵ These exemptions are available to the parent or other caretaker relative of a child under six months of age and under three months of age, respectively.

⁶ VISTA stands for Volunteers in Service to America

Table 5E. Welfare-to-Work Participation and Time Clock Exemptions

The table below provides information regarding WTW Time Clock and participation exemptions, including good cause.

Exemption	Description	WTW Participation Exemption?	CalWORKs 60-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
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 their 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	Yes	Yes

Exemption	Description	WTW Participation Exemption?	CalWORKs 60-Month Time Limit Exemption?
	caretaking responsibility impairs the clients' ability to be regularly employed or to participate in WTW activities.		
Pregnant	Client is pregnant with medical verification.	Yes	No

Table 5E. Welfare-to-Work Time Clock Exemptions/Good Cause (continued)

Exemption	Description	WTW Participation Exemption?	CalWORKs 60-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

Data Source: Manual Policy and Procedures CDSS (MPP) 42-712

Notes:

¹ The CalWORKs 60-Month Time Limit does not apply to this population.

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

Education and Training

The CalWORKs program provides opportunities for engagement of CalWORKs recipients in education and training leading to academic degrees and certificates. Data collection, and the way the California Community Colleges Chancellor's Office (CCCCO) reports degrees and certificates, changed in 2020. Specifically, the CCCCCO is now tracking Baccalaureate of Science, Associate in Science for Transfer, and Associate in Arts for Transfer Degrees. In addition, the number of units in two of the CCCCCO certificate categories changed and data regarding certificates requiring less than six units is no longer collected. Due to this reporting change, we have listed two tables under Table 5F that cover the time period before and the time period after the change. December 2022 data from the CCCCCO indicate:

- More than 3,500 degrees, certificates, and awards were achieved by CalWORKs recipients in the 2021-2022 academic year.
- More than 35 percent of awards, degrees, and certificates achieved by CalWORKs recipients in the 2021-2022 academic year were either Associate of Arts Degrees or Associate of Science Degrees.
- More than 560 Associate Degrees for Transfer were awarded to CalWORKs recipients in the 2021-2022 academic year.

Table 5F. Number of Community College Degrees, Certificates, and Awards CalWORKs Recipients Received

(Academic Years 2011-12 through 2018-19) *

Type of Degree/Certificate	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Associate of Arts Degree	2,041	2,084	2,178	2,232	2,428	2,514	2,809	2,971
Associate of Science Degree	980	1,127	1,232	1,355	1,477	1,625	1,659	1,769
Certificate 60+ units	52	30	34	46	29	25	22	16
Certificate 30-59 units	786	1,019	950	1,024	1,195	1,185	1,322	1,508
Certificate 18-29 units	646	672	761	732	628	669	723	573
Certificate 6-17 units	552	515	573	641	547	592	607	723
Certificate <6 units	58	114	56	56	54	40	23	76
Non-credit awards	297	293	402	470	654	811	651	638
Total	5,412	5,854	6,186	6,556	7,012	7,461	7,816	8,274

(Academic Years 2019-20 through 2021-22) *

Type of Degree/Certificate	2019-20	2020-21	2021-22
Associate of Arts Degree	1,122	886	839
Associate of Science Degree	514	469	436
Baccalaureate of Science Degree	5	1	2
Associate in Science for Transfer Degree	314	258	236
Associate in Arts for Transfer Degree	396	365	328
Certificate 60+ units	1	8	4
Certificate 30-59 units	715	621	602
Certificate 16-29 units	324	291	307
Certificate 8-15 units	103	87	82
Non-credit awards	245	520	608
Total	7,478	3,506	3,592

Data Source: California Community Colleges Chancellor's Office (December 2022)

Notes:

*CCCCO changed how it reports several of its measures after Academic years 2018-19, therefore Academic years 2019-20 through 2021-2022 have been placed in a separate table. One individual may have received more than one degree, certificate, or award each year.

Work or Work-Related Activities and 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 WTW 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 WEI and the age(s) of the aided child or children in the home. “Participating” families are meeting the average hourly participation requirements. Families with some participation, but less than the required average number of hours per week are characterized as “partially participating.” Families 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 WPR, only those families fully meeting participation requirements are counted. Federal law does not give credit for partial participation.

The trends in participation of CalWORKs families with individuals required to participate in federally required WTW activities from FFY 2010 to FFY 2021 are detailed below. The data illustrate a general trend that paralleled the 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 2010 to FFY 2021, the percentage of CalWORKs families required to participate and fully meeting the federally required participation level increased (by four percentage points), while the percentage of those CalWORKs families partially meeting the required participation level declined (a five-percentage point decline) and the percentage of those CalWORKs families with individuals required to participate, but not participating, increased (by four percentage points).

In absolute terms, the total number of CalWORKs families with individuals required to participate in federally required WTW activities decreased from FFY 2010 to FFY 2021 by 211,461, from 334,175 to 122,714. The number of CalWORKs families with individuals required to participate in work or work-related activities fully meeting the required participation level decreased by 51,311, from 89,155 in FFY 2010 to 37,844 in FFY 2021. The number of those families partially participating declined by 38,946, from 52,675 in FFY 2010 to 13,729 in FFY 2021, and the number of those families not participating decreased by 121,204 during the period, from 192,345 to 71,141.

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 2010-2022

Participation Level	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020 ⁽¹⁾	2021 ⁽¹⁾	2022 ⁽¹⁾
Participating	89,155	102,514	99,026	89,083	93,877	93,262	81,263	78,537	62,666	50,796	44,342	40,875	40,945
Partially Participating	52,675	61,658	53,797	54,018	43,706	36,764	33,027	25,729	19,762	18,942	16,011	13,333	19,152
Not Participating	192,345	205,734	205,791	200,132	178,794	133,721	110,723	89,803	88,121	79,867	83,600	68,443	96,581
Total Required to Participate	334,175	369,906	358,614	343,233	316,377	263,747	225,012	194,069	170,549	149,605	144,016	122,650	156,677

Data Sources: 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 7B.

¹Preliminary FFY 2021 and FFY 2022 data as of November 2022, pending final determination by ACF.

Work Participation Rate Compliance

- A state participating in the federal TANF program must meet an overall WPR equal to 50 percent of all families and a separate 90 percent WPR requirement for two-parent families. Families with a federally defined ‘work-eligible individual’ are also 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, up to a maximum of 21 percent.
- Although California has been assessed total potential penalties of over \$1.85 billion for FFYs 2008 through 2021, successful CCPs have already eliminated nearly \$1.1 billion of this exposure, resulting in a current penalty total of approximately \$790.8 million.
- Due to additional penalty reductions pending but not yet officially calculated, a final penalty exposure of approximately \$63.7 million, primarily related to the two-parent rate non-compliance, is projected for all penalties through FFY 2021.

A state that fails to meet the required WPR in a given year may reduce or eliminate a federal non-compliance 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 percent), and a separate WPR for two-parent families (90 percent).

Table 5H provides a summary of California’s current WPR penalty status, including the penalty year (FFY), the rates failed, original assessed base penalty amount, the target compliance year of the submitted CCP. Additionally, the chart shows the estimated revised remaining penalty amount after accounting for actual and likely CCP completion, and both the “ripple effect” of earlier reductions and the results of reductions for “significant progress”, as described by ACF, as well as the projection for the earliest possible FFY a fiscal penalty would be assessed resulting in a TANF block grant reduction.

Table 5H Penalty Amounts

Table 5H presents three penalty amounts, Original Base Penalty, Current Assessed Penalties, and Revised Estimated Penalty, for each year of WPR noncompliance from 2008 to 2020. The Original Base Penalty Amount is the initial penalty assessed by ACF for WPR noncompliance for the related FFY. Achieving compliance with the overall WPR in FFY 2015 satisfied the CCPs for the FFY 2008 - 2011 penalties. Therefore, those penalties, totaling \$587.1 million, were eliminated. Since penalties for WPR noncompliance are partially calculated based on previous year penalties, the elimination of the 2008 - 2011 penalties required that all subsequent penalties be reduced. These reductions are reflected in the Current Assessed Penalties column. The Revised Estimated Penalty Exposure column presents additional reduction estimates that occur due to the state meeting the overall WPR in the specified target compliance year named in the CCP, leaving only the lower two-parent percentage of the penalty, as well as relief for “significant progress” and the penalty “ripple effect” where each reduction in one penalty requires a complete recalculation and reduction of all subsequent penalties. The ultimate result of these various penalty reductions is projected to expose the State to penalties totaling approximately \$63.7 million for all current outstanding penalties. The Estimated Earliest FFY column presents the earliest possible FFY a final penalty could be assessed, reducing the TANF block grant.

Table 5H. Summary of WPR Assessed Penalties and Compliance Status (\$ in millions)

Penalty Year- FFY	Overall WPR Failed	Two-Parent WPR Failed	Original Base Penalty	Current Assessed Penalties *	CCP Target Compliance Year	Revised Estimated Penalty Exposure **	Estimated Earliest FFY of Penalty Payment
2008-2011	x		\$587.1	\$0.0	2015/2016	\$0.0	
2012	x	x	\$312.0	\$164.8	2016	\$11.8	2021
2013	x	x	\$377.9	\$230.7	2016	\$5.6	2021
2014	x	x	\$443.8	\$296.6	2017	\$4.5	2021
2015		x	\$92.7	\$65.8	TBD	\$13.0	Unknown
2016		x	\$8.8	\$8.8	TBD	\$5.3	Unknown
2017		x	\$13.7	\$13.7	TBD	\$13.1	Unknown
2018		x	\$5.6	\$5.6	TBD	\$5.6	Unknown
2019		x	\$4.8	\$4.8	TBD	\$4.8	Unknown
2020		x	\$5.0	\$0	NA	\$0	Unknown
2021		x	\$10.7	\$0	NA	\$0	Unknown
Total			\$1,862.1	\$790.8		\$63.7	

Data Source: ACF

Notes:

* Reflects most recent correspondence from ACF

** Includes penalty relief provided for “significant progress” towards WPR target, and the “ripple effect” impact of a penalty reduction in any given year effecting the penalty calculation/amount in following years.

To be determined. 2015, 2016, 2017, 2018, and 2019 penalties in dispute.

Status of Penalty Disputes and Corrective Compliance Plans

- Penalties from 2008 through 2011 (\$587 million) have been eliminated through successful corrective compliance.
- Penalties for 2012 and 2013 have been reduced to reflect prior penalty eliminations and will be reduced again due to the state achieving compliance with the overall WPR in FFY 2016, as stipulated in the CCP for those penalties, and ACF calculated “significant progress”.
- The approximately \$444 million penalty for WPR noncompliance for FFY 2014 has been reduced to reflect prior penalty eliminations and reduced again due to the State achieving compliance with the overall WPR in FFY 2017, as stipulated in the CCP for that year penalty, and is projected to be reduced further after receipt of credit for ACF calculated “significant progress”.
- The State has been assessed a penalty of approximately \$93 million for failure to achieve the required two-parent WPR in FFY 2015. The State submitted a dispute of this penalty amount in January 2017. The penalty was preliminarily reduced to \$65.8 million in May 2017 and is projected to be reduced to a final amount of about \$13 million.
- The State has been assessed a penalty of approximately \$8.8 million for failure to achieve the required two-parent WPR in FFY 2016. The State submitted a dispute of this penalty amount in October 2017.
- The State has been assessed a penalty of approximately \$13.7 million for failure to achieve the required two-parent WPR in FFY 2017. The State submitted a dispute of this penalty amount in September 2018.
- The State has been assessed a penalty of approximately \$5.6 million for failure to achieve the required two-parent WPR in FFY 2018. The State submitted a dispute of this penalty amount in August 2019.
- The State has been assessed a penalty of approximately \$4.8 million for failure to achieve the required two-parent WPR in FFY 2019. The State submitted a dispute of this penalty amount in October 2020.
- The State had been assessed a penalty of approximately \$5.0 million for failure to achieve the required two-parent WPR in FFY 2020. The State submitted a request for a reasonable cause exception, per policy guidance from ACF, quantifying the negative effects of the COVID-19 pandemic in September 2021 and has subsequently been eliminated due to pandemic related externalities.
- The State has been assessed a penalty of approximately \$10.7 million for failure to achieve the required two-parent WPR for FFY 2021. The State submitted a request for a reasonable cause exception, per policy guidance from ACF, quantifying the continued negative effects of the COVID-19 pandemic in November 2022 and has been preliminarily eliminated due to pandemic externalities.

Table 5I. California's TANF Work Participation Rate (WPR) History: FFYs 2009-2021

Table 5I provides a historical look at California's WPR from FFY 2009 through FFY 2021

All Families WPR	2009	2010	2011	2012	2013	2014	2015 ⁽²⁾	2016	2017	2018	2019	2020	2021
Required Rate	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%
Caseload Reduction Credit	21.0% ⁽¹⁾	21.0% ⁽¹⁾	21.0% ⁽¹⁾	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	16.2%	25.3%	30.2%
State Adjusted Required WPR	29.0%	29.0%	29.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	50.0%	33.8%	24.7%	19.8%
California's WPR	26.8%	26.2%	27.8%	27.2%	25.1%	29.8%	55.7%	60.7%	63.6%	56.9%	55.3%	50.5%	52.1%

Two-Parent WPR	2009	2010	2011	2012	2013	2014	2015 ⁽²⁾	2016	2017	2018 ⁽³⁾	2019 ⁽³⁾	2020 ⁽³⁾	2021 ⁽³⁾
Required Rate	90.0%	90.0%	90.0%	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% ⁽¹⁾	90.0% ⁽¹⁾	90.0% ⁽¹⁾	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	25.6%	30.5%	34.4%
State Adjusted Required WPR	0.0%	0.0%	0.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%	90.0%	64.4%	59.5%	55.6%
California's WPR	28.6%	35.6%	33.9%	30.8%	30.9%	25.5%	61.4%	69.9%	67.9%	37.5%	31.1%	27.5%	22.8%

Data Sources: RADEP

Notes:

¹ Due to the American Recovery and Investment Act of 2009 (ARRA), states can receive the Caseload Reduction Credit 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 provided the most benefit to the state's WPR.

² Elimination 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.

³ California's WINS two-parent WPR was removed from the two-parent WPR calculation starting with FFY2018.

Chapter 6 – CalWORKs Outcomes and Accountability Review

The Cal-OAR was established by SB 89 as a local, data-driven program management system that facilitates continuous improvement of county CalWORKs programs by collecting, analyzing, and disseminating outcomes and best practices. Cal-OAR consists of three main components: performance measures, a CalWORKs County Self-Assessment (Cal-CSA) process, and a county CalWORKs System Improvement Plan (Cal-SIP), including a peer review component.

CDSS worked with a stakeholder work group beginning in September 2017 to develop the Cal-OAR work plan (which includes the structure and substance of Cal-OAR). The Cal-OAR Policy Alignment work group resumed convenings in 2021 to facilitate ongoing conversations about CQI within Cal-OAR itself, and to bring Cal-OAR efforts into alignment with the CalWORKs 2.0 initiative. Work group members included stakeholders specified by statute, including current and former CalWORKs clients, advocates, county staff, legislative staff, as well as a variety of other subject matter experts. A report was submitted to the legislature in April 2022 detailing the findings of the workgroup.

Throughout 2022, CWDs received several hours of training in human-centered design partner and collaborator engagement techniques and in CQI methods. These trainings were provided to support a statewide culture of partner engagement and CQI within CWDs, as well as to support CWDs' analysis and report documentation within the Cal-CSA phase.

Beginning in May 2022, the first of its kind Client Satisfaction Survey (CSS) was launched statewide. This survey, developed early in the cycle with partners, incorporates the client perspective into CDSS and CWD programmatic decision making.

Tables and Figures in This Chapter

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Continuous Quality Improvement Process

As required by WIC Section 11523, Cal-OAR consists of three core components structured into five-year CQI cycles:

- CalWORKs County Self-Assessment – *due once per CQI cycle*
CWDs comprehensively assess their CalWORKs program, including:
 - Analyzing county demographic information;
 - Describing agency characteristics (including infrastructure, partnerships, and resources);
 - Describing the local stakeholder engagement process and feedback;
 - Analyzing the county's Cal-OAR performance measures; and
 - Describing and analyzing client engagement in barrier removal services.
- CalWORKs System Improvement Plan (Cal-SIP) – *due once per CQI cycle*
CWDs describe how they will improve their CalWORKs program, including:
 - The Cal-OAR performance measures selected by the CWD for improvement;
 - The specific plan for improvement (i.e., improvement strategies and activities); and
 - A summary of Peer Review activities. CWDs will engage in a Cal-OAR Peer Review to gain additional insight and technical assistance from other CWDs.
- Cal-SIP Progress Reports – *due annually after submission of the Cal-SIP until the end of the CQI cycle*
CWDs provide an annual update and a final bridge between the current and next Cal-OAR cycle, including:
 - The status of strategies detailed in the Cal-SIP;
 - Successes and barriers in reaching performance goals; and
 - Necessary adjustments to the strategies outlined in the Cal-SIP.

CDSS provides CWDs with a report template, along with pre-populated performance measures data, where applicable.

Performance Measures

The CQI process is data-driven and informed by the 26 Cal-OAR Performance Measures. These measures capture both outcomes and process indicators and will be used by counties to inform their Cal-CSA, Cal-SIP, and progress reports. These performance measures provide the data-driven support necessary for robust continuous quality improvement efforts.

Availability of the performance measures varies based on which phase of implementation the measure is in. These phases were outlined in [ACL 19-40](#) and were determined by the availability of data sources. The current status of performance measures availability is outlined in Table 6A.

Performance measures calculations are done by CDSS and sent to counties for a 30-day review period prior to being posted on [the public Cal-OAR dashboard](#). All data posted to the dashboard are in compliance with the California Health and Human Services Agency’s Data-Deidentification Guidelines.

Table 6A. Cal-OAR Performance Measures

Performance Measure	Status
Employment Rate of Current CalWORKs Individuals	Available on the Public Cal-OAR Dashboard
Wage Progression	Available on the Public Cal-OAR Dashboard
Post CalWORKs Employment Rate	Available on the Public Cal-OAR Dashboard
Rate of Exits with Earnings	Available on the Public Cal-OAR Dashboard
Rate of Program Reentries	Available on the Public Cal-OAR Dashboard
Rate of Program Reentries after Exit with Earnings	Available on the Public Cal-OAR Dashboard
Intergenerational CalWORKs Employment Rate	In Development
Engagement Rate	Available on the Public Cal-OAR Dashboard
Sanction Rate	Available on the Public Cal-OAR Dashboard
Sanction Resolution Rate	Available on the Public Cal-OAR Dashboard
Orientation Attendance Rate	Available on the Public Cal-OAR Dashboard
OCAT/Appraisal Completion Timeliness Rate	Available on the Public Cal-OAR Dashboard
First Activity Attendance Rate	Available on the Public Cal-OAR Dashboard
Improved Literacy, Basic Skills, and English Language Acquisition Rate	In Development
Community College Progress Rate	In Development
OCAT Appraisal to Next Activity Timeliness Rate	Being Validated
Education and Skills Development Access Rate	In Development
Education and Skills Development Utilization Rate	Being Validated
Child Care Access Rate	In Development
Homeless Assistance and Housing Support Program Access Rate	In Development
Ancillary Services Access Rate	Being Validated
Transportation Provision Timeliness Rate	In Development
Subsidized to Unsubsidized Employment Rate	In Development
Educational Completion Rate	In Development
Home Visiting Transitions to WTW Engagement Rate	In Development
Family Stabilization Rate	Being Validated

Data Source: CalWORKs program

COVID-19 Response

The COVID-19 pandemic caused significant changes throughout the world and in California as well. One significant change that impacted the CalWORKs program was the 12-month delay, or “the pause” of county participation requirements for Cal-OAR. Some aspects of Cal-OAR

continued during the pause, such as sharing Cal-OAR phase 0 performance measures focused on wages and employment (i.e., “Existing Reporting” measures) with counties and posting to the public data dashboard; working with volunteer county partners to validate Cal-OAR phase 1 performance measures data; supporting volunteer counties in implementing and conducting the Cal-OAR CSS; and further Cal-OAR process development work.

Another significant change from 2020, pursuant to AB 79, was that the Cal-OAR CQI (Cal-CQI) cycle will be operationalized over five-years, a change from the originally envisioned three-year cycle. The primary components of Cal-OAR remain, and a full commencement of Cal-OAR with the new five-year cycle timeline launched in July 2021 with the resumption of full and complete county participation requirements for Cal-OAR.

Cal-OAR Resources

Cal-OAR provides many resources including;

- [Cal-OAR website](#) - a repository of all Cal-OAR related trainings, PowerPoints, and all things Cal-OAR.
- [All County Letter \(ACL\) 19 - 40](#) - the Cal-OAR data instruction manual, providing detailed descriptions of the Cal-CQI cycle, Cal-OAR performance measures, the data files, the variables used to calculate the performance measures, and other Cal-OAR related information.
- [ACL 19 - 108](#) - contains the Cal-CQI process and requirements; details on each Cal-CQI component; report submission requirements; and technical assistance, training, and county resource.
- [Cal-OAR data dashboard](#) - Tableau dashboard providing Cal-OAR and a wide range of contextual data in both table and graphic formats.
- [Cal-OAR Inbox](#) - Available for Cal-OAR related questions at: cal-oar@dss.ca.gov.

Chapter 7 – Recent Program Changes and Outcomes

This chapter details the most significant recent changes in the CalWORKs program. The year 2020 presented incredible challenges and the CalWORKs program responded with many initiatives to mitigate the effect of the COVID pandemic and continue to support the CalWORKs' mission and provide California families needed and deserved assistance. Some effects of these changes are only just now becoming evident in the program data provided in this chapter.

The passage of AB 79 instituted a wide range of CalWORKs program alterations including, a one year "pause" of Cal-OAR, and a change from the original three-year Cal-OAR CQI cycle to five-years. Chapter Six provides additional detail on Cal-OAR and the current state of the Cal-OAR effort. AB 79 also made changes to CalWORKs participation time limits, increasing the lifetime cash aid limit from 48 to 60 months beginning May 1, 2022. The same legislation also changed the WTW 24MTC, which became inoperative effective May 1, 2022. AB 79 established the "CalWORKs minimum standards" as the sole standard for hourly participation throughout clients' time on aid, effectively expanding access to the greater flexibilities established by the 24MTC.

This chapter also provides updates on other program components, including the Maximum Family Grant (MFG), the number of completed OCAT interviews and the resulting recommendations for services, and county participation in ESE programs, among others. AB 79 is the most extensive and wide-ranging set of changes to CalWORKs since SB 1041 was passed, which required CalWORKs to implement several modifications as a result of shifting state priorities and budget reductions during the Great Recession. 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 childcare. Beginning in 2012, CalWORKs experienced the creation and implementation of new programs to assist counties with appraisal and assessment of recipient needs, additional services addressing FS and homelessness, and expansion of subsidized employment opportunities.

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COVID-19 Pandemic Response

In response to the COVID-19 pandemic, to ensure that Californians were able to continue meeting their basic needs and to maintain CalWORKs benefits, Executive Order N-29-20 provided authority to CDSS to suspend redeterminations of eligibility and exempt months from counting towards the CalWORKs 48-month time clock. These changes were implemented for CalWORKs as follows:

- Suspended the requirement to redetermine CalWORKs eligibility for the months of March, April, and May 2020; and
- Exempted months or partial months of CalWORKs aid from counting towards the 48-month time clock from March 2020 through April 2022.

Diversion Expansion

In response to COVID-19 and to assist Californians in meeting their basic needs, [Executive Order N-59-20](#) provided authority to CDSS to temporarily waive the provisions of apparent eligibility in order to approve diversion services if the applicant's gross income is below 200 percent of the FPL. Participation in the lump-sum diversion program was contingent on the determination of a crisis situation or episode of need related to the COVID-19 pandemic. Total payments issued to an applicant family pursuant to the Executive Order must not have exceeded \$5,000. This policy remained in effect from May 1, 2020, to June 30, 2020.

Expanded Verification Flexibilities

Executive Order N-59-20 also provided authority to CDSS to temporarily suspend certain eligibility requirements, as follows:

- Suspended the requirement that medical verification of pregnancy be provided before approving benefits for individuals who are not able to provide medical verification of pregnancy. Medical verification must still be submitted within 30 days of alternate verification;
- Suspended the in-person photo identification requirement for applicants. Photo identification must still be submitted within 30 days of alternate verification;
- Suspended the requirement that all applicants file a written affirmation that they meet the specific conditions of eligibility prior to the approval of assistance or services. The written affirmation must be mailed to the client to sign within 30 days following verbal attestation; and
- Suspended the requirement that all applicants must be personally interviewed before being approved for CalWORKs if the applicant's identity has otherwise been verified and all other mandatory verifications have been completed.

Subsequent executive orders were passed as follows to extend the original implementation of the above listed flexibilities:

- [Executive Order N-69-20](#) June 15, 2020 to August 31, 2020

Executive Order N-69-20 extended the provision related to time on aid within Executive Order N-29-20, signed by the Governor on March 17, 2020, and the provisions related to pregnancy verification, in-person identity verification, signature, and interview requirements within Executive Order N-59-20, signed by the Governor on May 1, 2020.

- Executive Order N-71-20 June 6, 2020 to the End of the State of Emergency

Executive Order N-71-20 extended the provisions related to pregnancy verification, in-person identity verification, signature, and interview requirements within Executive Order N-59-20, signed by the Governor on May 1, 2020, and extended via Executive Order N-69-20, signed by the Governor on June 15, 2020.

CalWORKs Golden State Grant

The CalWORKs Golden State Grant was created pursuant to SB 88. These payments were intended to provide financial relief for low-income Californians who may have been adversely impacted by the economic disruptions resulting from the COVID-19 pandemic. All active CalWORKs AUs, including Trafficking and Crime Victims Assistance Program (TCVAP) CalWORKs recipients, as of the eligibility date of March 27, 2021, met the criteria for issuance of a CalWORKs Golden State Grant payment.

The CalWORKs Golden State Grant payment provided a \$600 one-time payment to eligible CalWORKs AUs that were disbursed on March 27, 2021. This payment is separate from CalWORKs grants and assistance. Receipt of this payment shall be treated in the same manner as the Federal EITC, and as such the payment was not counted as income in CalWORKs, CalFresh, and CAPI, and will not count against the resource limits for 12 months from receipt of the payment.

Pandemic Emergency Assistance Fund

The Pandemic Emergency Assistance Fund (PEAF) was established under Section 9201 of the American Rescue Plan Act (ARPA), Public Law 117-2; Section 403(c) of the Social Security Act and signed into law by President Biden on March 11, 2021. Pursuant to [TANF-ACF-PI-02](#), effective April 9, 2021, the PEAF provided funding to states to assist needy families impacted by the Coronavirus Disease (COVID-19) pandemic. California used this funding to provide payments to CalWORKs families experiencing economic disruptions resulting from the COVID-19 pandemic.

Eligible CalWORKs AUs who were active on July 10, 2021, received a one-time \$640 PEAF payment. The PEAF payment was separate from CalWORKs grants and assistance. The PEAF payment did not count as income for CalWORKs and CalFresh programs and will not count against the resource limit for 12 months from receipt of the payment.

Treatment of the Pandemic Unemployment Compensation Benefit

Section 2104 of the Coronavirus Aid, Relief, and Economic Security (CARES) Act provides individuals receiving unemployment benefits with an additional \$600 in Federal PUC weekly unemployment benefits, through July 31, 2020.

In response to COVID-19 and to help ensure that CalWORKs/Refugee Cash Assistance (RCA)/Entrant Cash Assistance (ECA)/TCVAP recipients continue to have access to benefits and services to help meet their basic needs, Executive Order N-59-20 provided authority for CDSS to exempt PUC payments from consideration as income in determining recipients' continued eligibility or grant amount. Executive Order N-59-20 did not exempt PUC payments from consideration as income in determining eligibility for CalWORKs/RCA/ECA/TCVAP applicants; therefore, PUC must be treated in the same manner as regular state unemployment insurance benefits during the applicant test.

Section 203 of the Consolidated Appropriations Act, 2021 effective December 27, 2020, extended supplements to individuals receiving unemployment benefits with an additional \$300 per week of PUC payments, ending on or before March 14, 2021. Initially, treatment of these benefits followed previous guidance, as noted in the paragraph above.

Pursuant to AB 81 (Chapter 5, Statutes of 2021), effective February 23, 2021, PUC payments are exempt from consideration as income and resources for the purposes of determining initial and continued CalWORKs eligibility and grant amount. The income exemption was expanded to include both applicant and recipients.

Treatment of Lost Wages Assistance Unemployment Benefits

Pursuant to the Presidential Memorandum issued on August 8, 2020, the President authorized the Lost Wages Assistance (LWA) Program, in accordance with section 408(e)(2) and 408(f) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, "Stafford Act." The California EDD issued LWA supplemental payments of \$300 per week for claimants who:

- Were eligible to receive at least \$100 per week in unemployment benefits; and
- Provided a self-certification that they were unemployed or partially unemployed due to disruptions caused by COVID-19.

Stafford Act funded benefits, including LWA, are exempt from consideration as income for the purposes of determining eligibility and allotment/grant amounts for CalFresh, CalWORKs, RCA/ECA and TCVAP.

Treatment of Individual Rebates

Pursuant to 26 U.S. Code § 6409, individual rebates authorized under Section 2201 of the CARES Act are excluded from consideration as income in the month of receipt and as an asset for 12 months following receipt. A household/ AU will not be considered to have exceeded the income limit due to these payments because they are excluded, but receipt of these payments could affect a household's eligibility after 12 months have passed from the date of receipt if the

payments cause the household to exceed the resource limit and if the resource limit is applicable to the household/AU.

Pursuant to 26 U.S. Code § 6409, effective December 27, 2020, individual rebates authorized under Section 272 of the Consolidated Appropriations Act, 2021 are excluded from consideration as income in the month of receipt and as an asset for 12 months following receipt. A household/ AU will not be considered to have exceeded the income limit due to these payments because they are excluded, but receipt of these payments could affect a household's eligibility after 12 months have passed from the date of receipt if the payments cause the household to exceed the resource limit and if the resource limit is applicable to the household/AU.

Welfare-to-Work Good Cause

CWDs could provide existing WTW good cause and/or WTW exemptions in response to COVID-19. This included good cause/exemptions from normal face-to-face WTW participation requirements, such as orientation and the Online CalWORKs Appraisal Tool. Good cause determinations and WTW exemptions should be made on a case-by-case basis. However, counties had the flexibility to implement county-wide policy and procedures for the provision of blanket good cause/exemptions during the pandemic in order to avoid face-to-face interactions and mitigate the impacts of COVID-19.

Sanction Curing and Noncompliance

CalWORKs WTW clients cannot not be required to participate in activities that are not: 1) available, 2) appropriate, or 3) required, including due to good cause. Currently, state law requires the establishment of an individual cure plan to resolve a WTW sanction. For sanctioned clients who would have good cause not to participate in activities due to the COVID-19 emergency, or whose cure plan contains activities that are no longer available or appropriate, CWDs were allowed to implement cure plans documenting that the activity the client failed to perform was not available or appropriate due to the COVID-19 emergency.

Expanded Subsidized Employment and Work Study

Counties had the flexibility to continue subsidizing wages in the ESE program, even in cases where worksites were closed because of COVID-19. Work Study is a CalWORKs WTW activity, and a type of subsidized employment as described in MPP Section 42-701.2(w)(5).

Pursuant to 34 Code of Federal Regulations Section 675.18(i), educational institutions had the authority to make Federal Work Study payments to disaster-affected students when students were prevented from fulfilling their work study obligation for all or part of the award period because of a major disaster, and they could not be reassigned to another job. Similar to ESE subsidies, and in alignment with federal guidance, CalWORKs Work Study subsidies could continue in cases where work hours were reduced, worksites were closed, or where students were otherwise unable to fulfill their work study obligation because of COVID-19.

Telehealth for CalWORKs Home Visiting Program

Home visits funded by the CalWORKs HVP were required to be held in-person. However, to promote flexibility for counties and their home visiting agencies, and to ensure the health and safety of home visitors and their clients, during the pandemic CDSS allowed home visitors to meet with their clients through virtual home visits. Virtual home visits are accomplished through telehealth platforms that are compliant with the Health Insurance Portability and Accountability Act (HIPAA). Home visitors can maintain contact with their clients through video calls, texting, and messaging applications. To maintain fidelity to the models, counties and their home visiting contractors must follow the guidelines established by their model representatives.

CDSS will continue funding telehealth and virtual home visits after the COVID-19 pandemic has ended. Home visiting agencies that elect to continue to use telehealth/virtual home visits must request approval from their CWD partners and ensure that the platform used meets fidelity with the evidence-based home visiting models. CWDs utilizing virtual home visits after COVID-19 are required to notify CDSS in writing with a description of the change in how services are offered.

Signature Requirements Waiver for Child Care

The CCPU Agreement included a provision that waived signatures on monthly provider attendance records or invoices from July 1, 2021, through June 30, 2022.

Extension of TrustLine Registration and Increased Leniency for Licensing, Contractual, and Payment Requirements Under Section 8351 of the Education Code for CalWORKs Child Care.

Executive Order N-45-20 stated that CDSS can waive any licensing, contractual, payment requirement and any accompanying regulations related to CalWORKs Stage One Child Care. This executive order was issued on April 4, 2020, and CDSS issued [guidance](#) on April 23, 2020, to extend TrustLine registration from 120 to 180 days, meaning that license-exempt providers can receive retroactive payments for providing child care up to 180 days after their registration.

Reimbursement for Maximum Authorized Hours of Care

[AB 131](#) and AB 210 authorized state-subsidized child care providers serving families utilizing CalWORKs Stage One Child Care to be reimbursed for the maximum certified hours of care, regardless of attendance, from July 1, 2020, through June 30, 2023. [AB 116 \(Chapter 41, Statutes of 2023\)](#) recently extended these flexibilities through September 30, 2023. These providers shall submit attendance records or invoices in accordance with current reporting policies and shall be reimbursed based on the child care authorizations. Providers that are unable to submit an attendance record or invoice should contact their Alternative Payment Program (APP) or CWD to arrange payment. The APP or CWD must reimburse based on the maximum child care authorization.

Family Fee Waiver

Pursuant to [Section 4 of AB 110 \(Chapter 4, Statutes of 2023\)](#), family fees shall continue to be waived through September 30, 2023. Current cash aid recipients are always exempt from paying family fees. Counties and contractors are to resume collecting family fees, effective October 1, 2023 using the restructured 2023-24 Family Fee Schedule, which has been posted on the [CDSS Fiscal Resources site](#).

Paid Non-Operational Days for CalWORKs Child Care Providers

[AB 82](#) and [AB 131](#) authorized a total of up to 32 paid non-operational days per provider for COVID-19 related closures for use between September 1, 2020, and June 30, 2021. AB 185 provided up to an additional 16 paid nonoperational days for COVID-19-related closures for use between September 27, 2022, and June 30, 2023, when an eligible provider's local public health department guidelines recommend that they self-quarantine or self-isolate. The paid nonoperational days are available for both licensed and license-exempt providers.

Distance Learning for CalWORKs Child Care Providers

Due to COVID-19, many school districts throughout California began the school year with distance learning. Counties were required to reimburse providers for CalWORKs Child Care during the time school-age children were participating in transitional kindergarten through 12th grade distance learning and were attending their child care program or were being cared for by a child care provider during the typical school hours. If the child was participating in a hybrid model (a combination of in-person instruction and distance learning), the provider was only reimbursed for the time that the child was not receiving in-person instruction and supervision in school. Effective November 15, 2021, child care services were no longer reimbursed for school age children when in-person instruction and supervision were available within schools.

Additional Child Care Provider Supports for CalWORKs Child Care Providers

AB 82 and the CCPU Agreement authorized CDSS to allocate funding from the federal Consolidated Appropriations Act of 2021, the Coronavirus Response and Relief Supplemental Appropriations (CRRSA) Act, and the ARPA.

Section 1 of AB 82 authorizes one-time stipends in the amount of \$525 per child enrolled in subsidized child care based on November 2020 enrollment data, including CalWORKs Stage One to address cost impacts associated with the COVID-19 pandemic.

AB 131 authorized \$600 per child stipends to providers who served children receiving subsidies from CalWORKs child care programs and other voucher based child care programs in March 2021. This includes providers who submitted "hold harmless" requests for reimbursement for children normally in their care but who were kept home by their parents due to the pandemic.

The 2021-22 State Budget also included stipend funds for licensed child care providers, regardless of whether they were providing care for children receiving child care subsidies. The

licensed child care facility stabilization stipends were one-time stipends facilitated by the Community Care Licensing Division, Child Care Program in response to the COVID-19 pandemic. These licensed stipends were intended to help stabilize existing licensed child care facility operations and provide support associated with expenses from the COVID-19 pandemic.

AB 179 (Chapter 249, Statutes of 2022) authorized \$1,442 per child stipends to providers who served children receiving subsidies from CalWORKs child care programs and other voucher based child care programs in April 2022. This includes providers who submitted “hold harmless” requests for reimbursement for children normally in their care but who were kept home by their parents due to the pandemic.

AB 110 authorized \$440 per child reimbursement rate supplements to providers who served children receiving subsidies from CalWORKs child care programs and other voucher based child care programs in April 2022. This includes providers who submitted “hold harmless” requests for reimbursement for children normally in their care but who were kept home by their parents due to the pandemic.

Maximum Family Grant Repeal

WIC Section 11450.04, as amended pursuant to the Budget Act of 2016 or SB 826 (Chapter 23, Statutes of 2016), repealed the MFG effective January 1, 2017. The repeal of MFG ensures that cash grants are 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. The MFG repeal ensures that no eligible child will be denied aid because they were born into a family during a period in which the family was receiving aid. The MFG repeal applies to children currently designated as MFG, as well as future children born to the AU.

- Repealing the MFG policy provided approximately \$136 in monthly benefits to an estimated 130,000 children in 95,000 families across the state.
- The cost to fund the MFG repeal was approximately \$220 million in FY 2017-18.
- Eligible families can remain on aid until the youngest MFG child reaches age 18. Therefore, the full impact of the policy change will not be realized until FY 2024-25.

Family Stabilization Program

Overview

FS is a component of the CalWORKs program that provides intensive case management and services to WTW clients to address immediate crisis situations and needs. CalWORKs recipients shall be eligible to participate in FS if a county determines that a family is experiencing an identified situation or crisis that is destabilizing the family and would interfere with participation in WTW activities and services.

Recipients with a “Family Stabilization Plan” have no minimum hourly WTW participation requirements, and their CalWORKs time clock may stop for up to six months if good cause is determined.

Effective May 1, 2022, individuals who qualify for FS will be eligible throughout their time on aid.

Budget Information

- \$29.7 million appropriated for FY 2014-15;
- \$29.8 million appropriated for FY 2015-16;
- \$37.6 million appropriated for FY 2016-17;
- \$46.9 million appropriated for FY 2017-18;
- \$46.9 million appropriated for FY 2018-19;
- \$46.9 million appropriated for FY 2019-20;
- \$46.9 million appropriated for FY 2020-21;
- \$47.3 million appropriated for FY 2021-22; and
- \$49.0 million appropriated for FY 2022-23.

Implementation

- Counties submitted FS plans to CDSS outlining what their FS program would include. Counties were given flexibility to determine the services provided and individual program components 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: [County Plans](#).

Program Data

- 2,845 FS cases were open in June 2022;
- 5,057 individuals received domestic abuse services, mental health services, substance abuse services, and/or other services in June 2022; and
- 830 cases received homelessness support/services in June 2022.

Outcomes

- Counties statewide report the FS program has been beneficial in assisting CalWORKs client families in crisis.

Table 7A. CalWORKs Family Stabilization Status Report 1: FY 2021-22

July 2021 vs. June 2022 Comparison		
July 2021 ⁽²⁾	June 2022 ⁽³⁾	Cases
2,694	2,845	Open FS Cases
July 2021	June 2022	Participation
839	1,141	WTW participation during the quarter
285	335	FS cases that transitioned to a WTW plan.
554	806	FS cases that participated concurrently in WTW activities.
461	488	FS cases that received good cause.
July 2021	June 2022	People Served
2,188	2,513	Total adults who received services.
640	1,119	Total children who received services.
July 2021	June 2022	Services
304	380	Domestic Abuse
939	1,149	Mental Health
92	122	Substance Abuse
1,958	2,576	Other ⁽⁴⁾
634	830	Total Homeless services provided per FS case.
July 2021	June 2022	Aggregate Services
3,927	5,057	Total FS services provided ⁽⁵⁾

Data Source: Family Stabilization Program (FSP) 14 Data Report

Notes:

¹Data retrieved from the FSP 14. Cases and individuals captured based on the monthly totals from July 2021 and June 2022. Service totals are not an unduplicated count.

²Totals in July 2021 do not include Lake and Siskiyou counties, which did not report for that quarter.

³Totals in June 2022 do not include Siskiyou County, which did not report for that quarter.

⁴ Examples of additional types of Other FS services provided by individual counties.

⁵Total services provided includes services provided to individuals and FS cases (service totals may be a duplicated count).

Examples of Family Stabilization Services:

Although not a comprehensive list, WIC Section 11325.24(a)(2) defines the type of situation or crisis that may qualify a client for FS. These situations or crises include, but are not limited to:

- Homelessness or imminent risk of homelessness;
- A lack of safety due to domestic violence; and/or

- Untreated or undertreated behavioral needs, including mental health or substance abuse-related needs.

Examples of additional services that counties may provide under FS include:

- Treatment for family members if the situation interferes with client's ability to participate in WTW activities;
- Intensive day treatment, non-medical outpatient drug free treatment, and residential treatment;
- Emergency shelter;
- Movement to transitional housing;
- Rehabilitative services; and/or
- Substance abuse counseling/treatment.

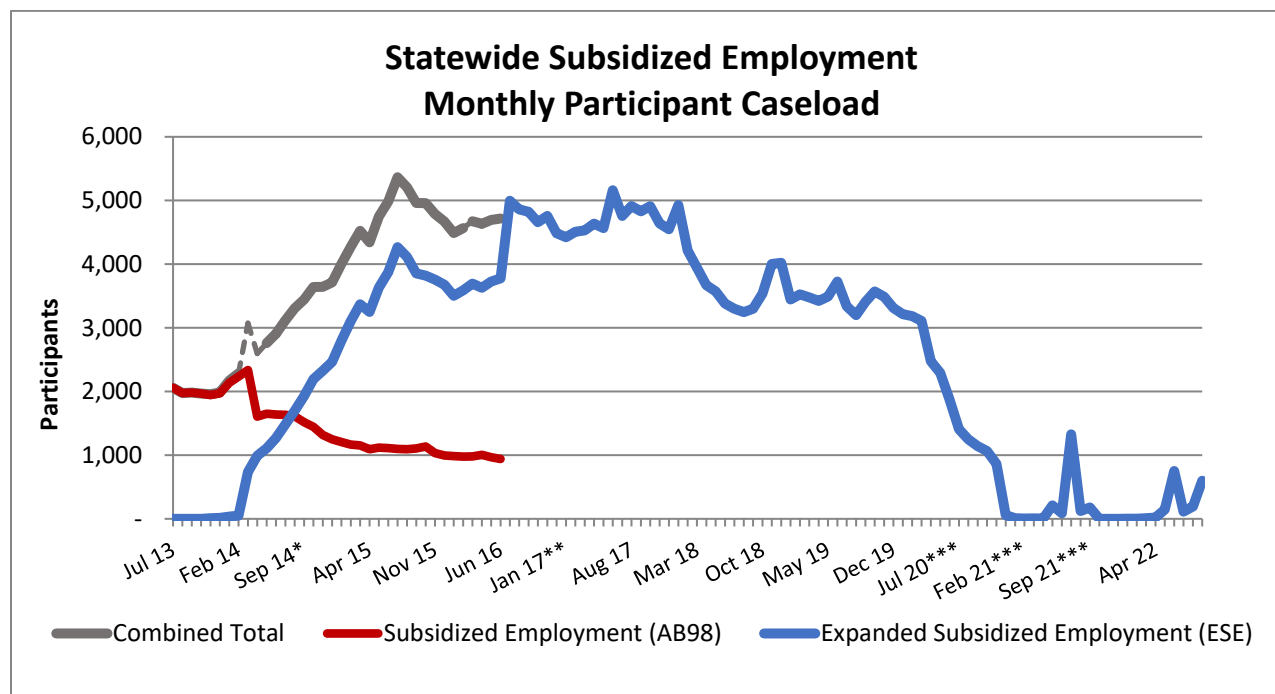
Expanded Subsidized Employment

Program Overview

The ESE is an optional CWD program which 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. CWDs partner with employers, nonprofits, and local public agencies to match recipients with jobs.

The AB 98 Subsidized Employment Program became inoperative effective July 1, 2016. The CWDs 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 7A. Subsidized Employment Caseload: 2014-2022



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.

**AB 98 program was discontinued, and participants were consolidated into ESE reporting effective July 2016.

***For 2020 through 2021 ESE dropped, then spiked in July 2021, then dropped again due to worksite COVID restrictions.

ESE Program Highlights

As of December 2020, **52 counties** are participating. All counties are eligible to receive funding to expand current or develop new subsidized employment programs.

The yearly total of CalWORKs recipients that entered subsidized employment is 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 2013-141,771 new participants
- Fiscal Year 2014-157,798 new participants
- Fiscal Year 2015-168,265 new participants
- Fiscal Year 2016-17.....10,120 new participants
- Fiscal Year 2017-18.....7,582 new participants
- Fiscal Year 2018-19.....7,278 new participants
- Fiscal Year 2019-20.....4,736 new participants
- Fiscal Year 2020-21.....1,628 new participants
- Fiscal Year 2021-22.....2,691 new participants

Participant numbers dropped significantly due to worksite closures and the economic downturn caused by the COVID-19 pandemic, with the average monthly participation count during FY 2021-22 being 1,253. The CWDs continue to use innovative strategies to keep participants in their subsidized employment placements as well as creating new opportunities for placements. These efforts include applying flexibilities provided in the [All County Welfare Directors Letter for Welfare-to-Work](#) dated September 1, 2020.

Work Incentive Nutritional Supplement

- The WINS program provides a monthly ten-dollar additional food supplement benefit, identified as a form of TANF assistance, for CalFresh households not receiving CalWORKs that are meeting TANF WPR requirements. The CalFresh/WINS households are included in the State's WPR.

California Food Assistance Program

- The California Food Assistance Program (CFAP) provides state funded food benefits to lawfully present noncitizens that are not eligible to federal (CalFresh) benefits. CFAP eligibility is determined when a CalFresh application is received, households are not required to submit a separate application for consideration. CFAP benefits are issued via Electronic Benefit Transfer (EBT) cards and are accepted at all locations that accept CalFresh.

Table 7B. WINS Households: July 2021- September 2022
(Includes Both CalFresh and California Food Assistance Program)

Month	Total
Jul-21	104,047
Aug-21	106,639
Sep-21	106,786
Oct-21	105,935
Nov-21	104,971
Dec-21	102,565
Jan-22	99,195
Feb-22	98,987
Mar-22	102,298
Apr-22	103,988
May-22	107,835
Jun-22	112,589
Jul-22	115,727
Aug-22	120,115
Sep-22	122,569

Data source: [Work Incentive Nutritional Supplement Monthly Caseload report](#) (WINS2 report)

Online CalWORKs Appraisal Tool

OCAT Overview

- OCAT is a standardized statewide WTW appraisal tool. OCAT is based on the publicly available Online Work Readiness Assessment (OWRA) Tool utilized by the federal ACF.
- Provides in-depth appraisal of recipient strengths and barriers to employment and self-sufficiency.
- Online CalWORKs OCAT appraisals are projected to take from forty-five minutes to an hour and a half. This timeframe depends on the number of barriers the recipient discloses during the interview.
- Use of OCAT identifies strengths and barriers immediately upon CalWORKs recipient entry into the WTW program.

Implementation

Between July 1, 2021, and June 30, 2022, 110,357 appraisals have been completed with recommendations for supportive services. Of that total, 79,102 clients appraised were not working at the time of appraisal, while 16,954 were enrolled in an education program. Most recommendations were for domestic abuse services.

- Mental health service recommendations.....37,637
- Substance abuse recommendations5,101
- Domestic abuse services recommendations45,891

Data Source: OCAT program data as of January 2023

Table 7C. OCAT Tool Design

Tool Structure and Recommendations

OCAT begins with the recipient's demographic information and proceeds through a questionnaire that generates a set of recommendations based on the recipient's answers to questions.

OCAT Section	Information Collected and Recommendations Produced
Demographics	Collects basic information on the recipient. This section's recommendations include: ➤ Financial assistance/education
Employment	Collects information on the recipient's job history, skills, and work readiness. This section's recommendations include: ➤ Assessment for education and/or job search/readiness activities depending on recipient's employment history or family stability ➤ Legal services for recipients who have legal barriers to employment
Education	Collects information on the recipient's schooling, and additional training they may have received. Also contains California's learning needs screening. This section's recommendations include: ➤ High school or General Education (GED) programs ➤ Evaluating for a Self-Initiated Program ➤ Learning disability evaluation and learning needs health-related concerns
Housing	Collects information on recipient's current housing situation and examines whether the recipient has housing difficulties. This section's recommendations include: ➤ Homelessness, housing stability, and Housing Support Program assistance if applicable to the county
Transportation	Collects information about the recipient's current transportation methods, and whether they present a barrier to participation. This section's recommendations include: ➤ Providing transportation services
General Health	Examines whether a recipient has concerns about their own health or health of a family member that are a barrier to participation. This section's recommendations include: ➤ Evaluation for potential exemptions (disability, caring for an ill or incapacitated household member, etc.)

Table 7C. OCAT Tool Design (Continued)

OCAT Section	Information Collected and Recommendations Produced
Emotional and Mental Health	Collects information about a recipient's emotional and mental wellbeing. This section's recommendations include: ➤ Evaluation for mental health services ➤ Related job readiness activities
Substance Use	Collects information about a recipient's substance use. This section's recommendations include: ➤ Evaluation for substance abuse services ➤ Related job readiness activities
Domestic Abuse and Safety	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: ➤ Evaluation for domestic abuse services and program waivers ➤ Referrals to family counseling, appropriate mental health services ➤ Evaluation for trafficking/crime victims' assistance
Pregnancy	Collects information on whether the recipient or a household member is pregnant. This section's recommendations include: ➤ Evaluation for pregnancy related exemption
Childcare and Parenting	Collects information on whether additional child care support and/or services are needed by the recipient to participate. This section's recommendations include: ➤ Child care supportive services ➤ Child support order modification services ➤ Evaluation for exemption based on providing care for an ill or incapacitated household member (child)
Relationships	Collects information on whether the recipient's current or past relationships may pose a barrier to participation. This section's recommendations include: ➤ Relationship counseling

Data Source: ICF International/CDSS OCAT Tool design documentation

The Workforce Innovation and Opportunity Act

Background

The federal WIOA strengthens and improves our nation's public workforce system. It helps job seekers, including youth and those with significant barriers to employment, prepare for the labor market, and find high-quality jobs and careers. It also helps match employers with the skilled workers needed to compete in the economy.

Effective July 1, 2016, WIOA replaced the Workforce Investment Act of 1998 and emphasizes career pathways with no sequence of services. Its programming is primarily focused on education, credentials, work-based training, barrier removal, and supportive services. WIOA prioritizes service to populations with barriers to employment, including public assistance recipients, and TANF-funded WIOA programs are mandatory partners with America's Job Centers of California (AJCCs), formerly known as One-Stops.

WIOA State Plan

California's WIOA State Plan describes core WIOA programs and partnerships with entities including CalWORKs and Community Colleges and identifies co-location of CalWORKs services in AJCCs. States and Territories submit a State Plan to the U.S. Department of Labor that outlines a four-year strategy for the State's workforce development system.

California's Unified Strategic Workforce Development Plan (State Plan) 2020-2023 represents agreement among partners identified in the WIOA and serves as the framework for the development of public policy, fiscal investment, and operation of the state workforce and education system.

The State Plan can be found at: [2020-2023 State Plan](#)

Approved Career Pathways

An Approved WIOA Career Pathway results in industry-recognized credentials and/or employment in occupations recognized as high demand by the local boards. To determine if WTW activities meet the requirements of an Approved WIOA Career Pathway, the CWDs communicate with the AJCCs, which are overseen by local boards.

Participation in Approved WIOA Career Pathway activities satisfies the hourly requirements for CalWORKs. The goal of this career pathway strategy is to encourage and enhance the partnerships among CWDs, AJCCs, and local workforce development boards (local boards) to help WTW participants achieve self-sufficiency.

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, and school supplies — to address the unique educational, health, and other social service needs of CalWORKs pregnant and parenting teens.

Table 7D covers five years, from FY 2016-17 to FY 2021-22 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 7D. Cal-Learn Average Monthly Participation and Outcomes:
FY 2016-17 through FY 2021-22**

Participations	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Total Monthly Participants	4,181	3,490	2,802	2,343	1,597	1,338
Satisfactory Progress Bonuses	181	166	127	102	69	39
Graduation Bonuses	57	47	37	24	24	16
Sanctions	140	142	119	78	20	15
Exemptions, Deferrals, and Good Cause	22	11	16	18	16	*
Subsequent Births	13	*	*	*	*	*

Data Source: [Cal-Learn Program Teen Parent Monthly Status Report](#) (STAT 45) monthly reports

Note:

* Cells that could identify an individual with a value of less than 11 have been replaced with a "*" to comply with the [CDSS Data De-identification Guidelines](#).

Key Cal-Learn Outcomes

- The percentage of the monthly Cal-Learn caseload awarded graduation bonuses has remained consistently between one and two percent since 2016-17.

Post-Aid Earnings

Table 7E shows the adult median earnings by county one year after their exit from CalWORKs, including the total number of individuals with earnings.

Table 7E. Welfare-To-Work Earnings by County: One Year After Exit: July to September 2020 and July to September 2021

County	Median Earnings Jul-Sep 2020	Individuals with Earnings Jul-Sep 2020	Median Earnings Jul-Sep 2021	Individuals with Earnings Jul-Sep 2021
Statewide	\$5,677	15,209	\$6,242	15,824
Alameda	\$6,821	345	\$6,768	430
Alpine	0	0	0	0
Amador	\$5,583	15	\$6,100	17
Butte	\$5,268	116	\$5,355	92
Calaveras	\$3,699	16	\$6,896	24
Colusa	*	*	*	*
Contra Costa	\$5,725	219	\$6,624	206
Del Norte	\$6,431	30	\$6,719	34
El Dorado	\$7,099	40	\$6,616	59
Fresno	\$5,522	776	\$5,151	829
Glenn	\$5,364	32	\$7,581	21
Humboldt	\$5,173	65	\$7,075	40
Imperial	\$4,758	160	\$6,748	161
Inyo	*	*	*	*
Kern	\$4,789	694	\$5,686	757
Kings	\$5,363	132	\$6,362	130
Lake	\$6,347	41	\$6,267	35
Lassen	\$3,667	15	\$8,369	17
Los Angeles	\$5,829	3,617	\$6,410	4,271
Madera	\$6,061	103	\$5,269	115
Marin	\$7,989	21	\$6,231	19
Mariposa	*	*	*	*
Mendocino	\$6,695	50	\$3,675	49
Merced	\$6,036	284	\$6,163	239
Modoc	*	*	*	*
Mono	*	*	*	*
Monterey	\$5,208	127	\$6,188	123
Napa	\$4,216	26	\$7,913	14
Nevada	\$5,653	33	\$7,204	26
Orange	\$5,856	602	\$7,038	606

County	Median Earnings Jul-Sep 2020	Individuals with Earnings Jul-Sep 2020	Median Earnings Jul-Sep 2021	Individuals with Earnings Jul-Sep 2021
Placer	\$5,464	61	\$8,196	50
Plumas	*	*	*	*
Sacramento	\$5,967	1,292	\$5,563	1,110
San Benito	\$5,791	19	\$6,567	26
San Bernardino	\$5,539	1,592	\$6,326	1,712
San Diego	\$5,451	803	\$5,897	761
San Francisco	\$7,411	130	\$7,420	105
San Joaquin	\$6,085	520	\$6,375	488
San Luis Obispo	\$5,663	56	\$6,623	59
San Mateo	\$5,544	31	\$4,927	14
Santa Barbara	\$5,783	124	\$5,949	106
Santa Clara	\$5,286	262	\$7,365	243
Santa Cruz	\$5,429	65	\$8,512	36
Shasta	\$5,394	125	\$6,003	122
Sierra	*	*	0	0
Siskiyou	\$5,687	39	\$6,094	30
Solano	\$5,856	159	\$6,257	156
Sonoma	\$7,096	78	\$6,340	74
Stanislaus	\$5,976	319	\$5,778	321
Sutter	\$5,969	61	\$5,669	62
Tehama	\$6,619	52	\$6,923	46
Trinity	*	*	*	*
Tulare	\$5,488	513	\$6,040	467
Tuolumne	\$6,205	11	\$5,494	22
Ventura	\$5,689	208	\$7,074	178
Yolo	\$4,801	74	\$6,581	57
Yuba	\$5,271	58	\$8,439	62

Data Sources: Medi-Cal Eligibility Data System (MEDS) monthly extract file and Employment Development Department (EDD) Base Wage Database

Note:

* Cells that could identify an individual with a value of less than 11 have been replaced with a "*" to comply with the [CDSS Data De-identification Guidelines](#).

Racial Equity Implicit Bias Statewide Initiative

Background

In response to requirements of the 2021 Human Services omnibus budget trailer bill AB 135, which added Section 11523.6 to the WIC, CDSS launched the REIB Statewide Initiative. The statute requires the CDSS CalWORKs program and its partners to develop and implement resources and training to further embed equity and inclusion into policy, practice, and outcome measures. WIC Section 11523.6 requires resources and training to be focused on the following:

- Resources to assist counties in implementing CalWORKs 2.0 and California Outcomes and Accountability Review (Cal-OAR) and embedding these approaches into the program.
- Incorporating and building upon principles from CalWORKs 2.0, and relevant data from the Cal-OAR efforts, considering work counties have already accomplished in both areas of training focus.
- Acknowledging and addressing the intentional shift to a trauma-informed, anti-racist, anti-stigma, and implicit bias-aware culture and climate in the program, geared towards positive outcomes for child and family health and well-being.
- The impact of implicit bias, explicit bias, and systemic bias on public benefit programs and the effect this can have on individuals seeking eligibility for and services through public benefit programs.
- Actionable steps individuals can take to recognize and address their own implicit biases.

CDSS is also collaborating with community partners to develop statewide training in principles of anti-racism, diversity, equity, and inclusion (ARDEI) for CalWORKs and CalFresh programs. Though the provisions of WIC Section 11523.6 related to ARDEI focuses on county CalWORKs staff, in recognition of the prevalence of programmatic cross training in a majority of CWDs in addition to county and partner request, CDSS will be including CalFresh county staff and has invested federal ARPA funds in the REIB Statewide Initiative to improve the quality and scope of trainings.

The REIB Initiative is a critical step in the efforts of the CalWORKs and CalFresh programs to build equity, including through organizational awareness of individual implicit bias. In addition to building awareness, the initiative seeks to develop resources in the form of tools and techniques to support recognition of those biases and prevent them from impacting the program participants' service experiences and programmatic outcomes.

Beginning with CalWORKs 2.0, continuing with Cal-OAR and CalWORKs Statewide Outreach, and pulling the strategy full circle with the REIB Statewide Initiative, these efforts culminate to form a recipient-centered, equity-focused, approach to service delivery, achieved in collaboration with and advisement through county, state, and community partners.

Vision for the REIB Statewide Initiative

The underlying premise of the REIB Statewide Initiative is that working toward racial equity and identifying and eliminating implicit bias will result in the equitable delivery of services to those in need.

To accomplish this vision, the law requires that county staff be provided with training that will help to create work environments that are anti-racist, anti-stigma, trauma-informed, and implicit-bias aware. Research and engagement of community members and other state actors as part of the landscape analysis made clear the widespread perception that a training is only one part of what will be required to usher in the vision of equitable treatment and access underlying WIC Section 11523.6. Training must be accompanied and bolstered by resources and other forms of support.

Outreach Efforts Related to the REIB Initiative

CDSS completed an initial landscape analysis to understand the current climate and work being done around ARDEI within the programs. The Workgroup partnered with representatives from the State, counties, program participants, community-based organizations, and not-for-profit organizations, including the County Welfare Directors Association of California (CWDA). All 58 CWDs were invited to participate in the data gathering process through surveys and focus groups.

The data gathered from this process included numerous recommendations. They informed the plan for the initiative and will continue to inform the design and delivery of this work. These recommendations come directly from those engaged in the landscape analysis process and do not necessarily represent the thoughts and opinions of CDSS.

Partners and Collaborators

After a solicitation process that began in August 2021, CDSS executed a contract with Anavo Solutions in July of 2022 to serve as project leads in a collaborative program planning process. At that point, the REIB Workgroup and Anavo Solutions, in partnership with Korwin Consulting, began the landscape analysis process. While CDSS engaged in five months of public engagement for the initial landscape analysis, it was neither exhaustive nor comprehensive of all voices and perspectives. The priority to understand the experiences of participants in accessing CalWORKs and CalFresh program services and the experiences of county staff and leadership in doing work in the ARDEI space guided the first phase of the engagement. Directly hearing from those receiving and delivering services helped to understand what themes related to ARDEI exist. Ultimately, this information helps inform curriculum development, brings awareness to the root cause of ongoing stigma related to accessing social service programs, and offers insight into the drivers perpetuating this narrative.

The Plan

The plan to disseminate and deliver training and resources is outlined below. The manner in which the plan addresses specific statute requirements are provided first, followed by a more comprehensive action plan.

Statute Requirements

1. *Identify the types and classifications of county staff who are to be trained and in what order the training of those staff should be prioritized.*
 - CDSS is convening with the CWDA, Labor Partners, including representatives from the Service Employees International Union (SEIU) and the American Federation of State, County, & Municipal Employees (AFSCME), and other key partners to assess considerations for county participation. As a result of these consultations, CDSS will clarify and prioritize employee classifications to determine various tracks for learning and skills development. Based on initial information gleaned from our focus groups and public partnership webinars, recommendations were made to focus on leadership first (directors and Program Directors), front line staff that interface with the public, call center staff, and staff engaged with program integrity.
2. *Identify the entity or entities responsible for providing the training to counties, including consideration of providing direct training as well as train-the-trainer modes of training.*
 - Statewide REIB focused training for county staff and leadership will be rolled out in the following timeline:
 - i. Bid solicitation from identified vendors using a Request for Information process is occurring November through December 2022.
 - ii. Following vendor selection, contract development and negotiations will begin in January 2023, to be executed in Summer 2023.
 - iii. Training roll out to the first county cohort will occur in Fall 2023.
 - The Unconscious Bias Project (UBP) has provided information to inform the curriculum topics and cohort design, which will inform CDSS' selection of training vendors. The UBP will continue to be involved in supporting program planning.
 - Details of trainings will adjust based on the abilities of selected vendors and the needs of the county.
 - The approach to training will be multilayered, with sessions targeted at sharing broader concepts to large groups and some approaches to support peer learning and more intentional small group discussions.
3. *Identify the cost of providing the developed training to all identified staff in all counties.*
 - The REIB investment received a one-time funding allocation of \$13 million from the state GF for fiscal years 2021-2022 and 2022-2023. In recognition of the prevalence of programmatic cross training between CalFresh and CalWORKs, the Department has allocated an additional

\$14.5 million in CalFresh ARPA dollars. The total estimated cost of staffing the initiative, as well as curriculum development and roll out of the developed curriculum on a one-time basis is \$27.5 million.

4. *Identify the proposed timeline for rolling out and implementing training in all counties.*

The REIB Statewide Initiative action plan was presented to the state legislature as a part of our 2022 Report Regarding Race Equity and Implicit Bias (REIB) Statewide Initiative. The full report outlining the methodology, estimated timeline, design and background research for the REIB Statewide Initiative is available on the [REIB Statewide Initiative's website](#).

Chapter 8 – Supportive Services

Families in the CalWORKs program are eligible to receive a variety of supportive services in addition to cash aid, food benefits via the CalFresh program and Medi-Cal coverage. This chapter displays information about these benefits and how these benefits change as families' earnings increase. Additionally, this chapter presents information about the number and type of supportive services provided to participants in the WTW 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 WTW 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 recipients. Individuals enrolled in the WTW program are eligible to receive child care services. The CalWORKs Child Care Program is administered in three stages: Stage One is administered by the CWDs, and Stages Two and Three are administered by APP through contracts with CDSS.
- **Transportation Services** – Transportation services for WTW 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.
- **Diaper Assistance** – AB 480 which added Section 11323.2 to the WIC instituted diaper assistance for all children under 36 months in CalWORKs families.

Tables and Figures in This Chapter

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Table 8A. Monthly Average Number of Individuals Receiving Supportive Services: FY 2021-22

The following table shows the monthly average number of individuals receiving CalWORKs supportive services in each county for FY 2021-22. The “All Families” columns do not include two-parent families.

County	Child Care All Families	Child Care Two-Parent Families	Transportation All Families	Transportation Two-Parent Families	Ancillary Services All Families	Ancillary Services Two-Parent Families
Alameda	518	38	129	19	45	11
Alpine	0	0	0	0	0	0
Amador	14	*	*	*	*	*
Butte	117	*	20	*	17	*
Calaveras	12	0	16	*	*	*
Colusa	*	0	*	*	*	*
Contra Costa	267	13	172	50	214	57
Del Norte	*	0	*	*	*	*
El Dorado	21	*	66	*	714	*
Fresno	1,226	77	977	346	1,194	624
Glenn	20	*	*	0	*	*
Humboldt	62	*	46	*	41	*
Imperial	170	*	*	*	26	*
Inyo	*	0	0	0	0	0
Kern	435	22	234	49	246	81
Kings	134	23	90	26	70	20
Lake	22	0	*	*	12	*
Lassen	*	*	0	0	0	0
Los Angeles	5,520	560	5,304	733	1,652	447
Madera	80	*	*	*	24	*
Marin	73	*	18	*	*	*
Mariposa	*	0	*	*	*	0
Mendocino	17	*	13	*	23	*
Merced	170	17	42	11	30	*
Modoc	*	0	*	*	*	*
Mono	0	0	0	0	0	0
Monterey	117	*	100	22	68	21
Napa	17	0	15	*	*	*

Table 8A. Monthly Average Number of Individuals Receiving Supportive Services: FY 2021-22
(continued)

County	Child Care All Families	Child Care Two-Parent Families	Transportation All Families	Transportation Two-Parent Families	Ancillary Services All Families	Ancillary Services Two-Parent Families
Nevada	40	*	33	*	17	*
Orange	243	15	269	66	209	54
Placer	56	*	21	14	27	16
Plumas	*	0	0	0	0	0
Riverside	723	47	1,522	477	355	88
Sacramento	614	158	911	1,104	71	71
San Benito	25	*	*	0	0	0
San Bernardino	1,021	45	2,020	514	534	146
San Diego	713	237	848	645	145	172
San Francisco	348	23	89	21	135	32
San Joaquin	264	14	53	17	72	15
San Luis Obispo	61	*	15	0	13	*
San Mateo	39	*	25	*	21	*
Santa Barbara	89	*	36	*	28	*
Santa Clara	254	19	748	170	190	40
Santa Cruz	128	*	467	77	462	72
Shasta	59	*	19	*	39	*
Sierra	0	0	0	0	0	0
Siskiyou	*	*	*	*	*	*
Solano	535	62	73	16	44	*
Sonoma	68	*	59	*	38	*
Stanislaus	85	*	28	14	58	21
Sutter	37	*	14	12	11	*
Tehama	41	*	19	*	20	*
Trinity	0	0	*	0	12	*
Tulare	1,746	259	169	39	50	*
Tuolumne	*	*	*	*	15	*
Ventura	218	16	61	*	56	*
Yolo	74	13	34	25	27	*
Yuba	58	*	93	26	23	*

Data Sources: [Welfare-to-Work Monthly Activity Report](#) and [Welfare-to-Work Monthly Activity Report- Two Parent Families](#) (WTW 25 and WTW 25A) and [Child Care Monthly Report CalWORKs Families](#) and [Child Care Monthly Report Two-Parent Families](#) (CW 115 and CW115A). Cells that could identify an individual with a value of less than 11 have been replaced with a "*" to comply with the [CDSS Data De-identification Guidelines](#).

Child Care Resources for CalWORKs Participants

California is committed to building and strengthening an equitable, comprehensive, quality, and affordable child care and development system for the children and families in the State. The purpose of the CalWORKs Child Care program is to help a family immediately access child care as a parent starts educational activities, work, or work activities and as a family makes progress toward self-sufficiency.

The CalWORKs Child Care program is administered in three stages. Stage One is administered by CDSS through the CWDs. Stages Two and Three are administered by CDSS through contracts with APP. In some instances, the CWDs contract with APPs to administer Stage One programs as well.

- Stage One begins with a family's entry into the CalWORKs program. Clients leave Stage One when the CWD determines they are stable, and when there is space available in Stage Two or Three;
- After recipients are transferred to Stage Two, they may continue to receive child care in Stage Two for up to two years after they are no longer eligible for cash aid; and
- Stage Three begins when a recipient has not been receiving cash aid for 24 months and funding is available (Stage Three is for former CalWORKs recipients.)

CalWORKs recipients are eligible for immediate and continuous child care in Stage One when their cash aid is authorized. Once an applicant family is determined eligible for CalWORKs, they will receive a 12-month Stage One Child Care authorization except in the following circumstances:

- Families with no aided adults, which could include:
 - Adult(s) receiving SSI benefits
 - Ineligible noncitizen adults
 - Non-needy caretaker relatives
 - Timed out adult(s) (Note: timed out adult(s) who have received cash aid within the past 24 months are to be referred to Stage Two.)
 - At application, newly approved recipients who are determined to have a WTW exemption and who do not indicate a desire to volunteer for any program activity

An exempt WTW participant who in the future indicates an intent to participate in a program activity and signs a WTW plan will be eligible for immediate and continuous child care.

Eligibility is provided for children from birth through age 12 and for children with exceptional needs and children with a severe disability up to age 21.

[AB 121 \(Chapter 414, Statutes of 2019\)](#) amended WIC Section 11323.2, 11323.3 to expand child care eligibility related to “program activity” to include, but not be limited to, any WTW activity, orientation, appraisal, assessment, job search, job club, domestic violence survivor services, court appearances, housing searches and classes, homelessness support programs,

shelter participation requirements, eviction proceedings, mental health services (including therapy or personal counseling), home visiting, drug and substance abuse services, parenting classes, and medical or education-related appointments for the participant or their dependents.

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, Stage Two, and Stage Three Child Care.

Stage One begins with a family's entry into the CalWORKs program. Clients leave Stage One after the county has deemed them stable based on each county's definition of stable and when there is space available in Stage Two or Three.

Table 8B. Age, Provider Setting, and Time in Care for Stage One Children: Calendar Year 2021

Age of Child	% of Children in Stage One	% of Children in Stage Two	% of Children in Stage Three
0-24 Months	16%	9%	6%
2-5 Years	48%	48%	31%
6 Years and Older	36%	43%	63%
Child Care Setting	% of Children in Stage One	% of Children in Stage Two	% of Children in Stage Three
License-Exempt	50%	23%	33%
Child Care Centers	20%	29%	24%
Family Child Care Homes	30%	48%	43%
Time in Care During 2021 ⁽¹⁾	% of Children in Stage One	% of Children in Stage Two	% of Children in Stage Three
Full Time	71%	87%	82%
Part Time	29%	13%	18%

Data Sources: For Stage 1, age of child and child care setting characteristics based on Calendar Year 2021 [CW 115](#) and [CW 115A](#). For Stages 2 and 3, age of child and child care setting characteristics based on 2021 801A data submitted to the Child Development Management Information System.

Note:

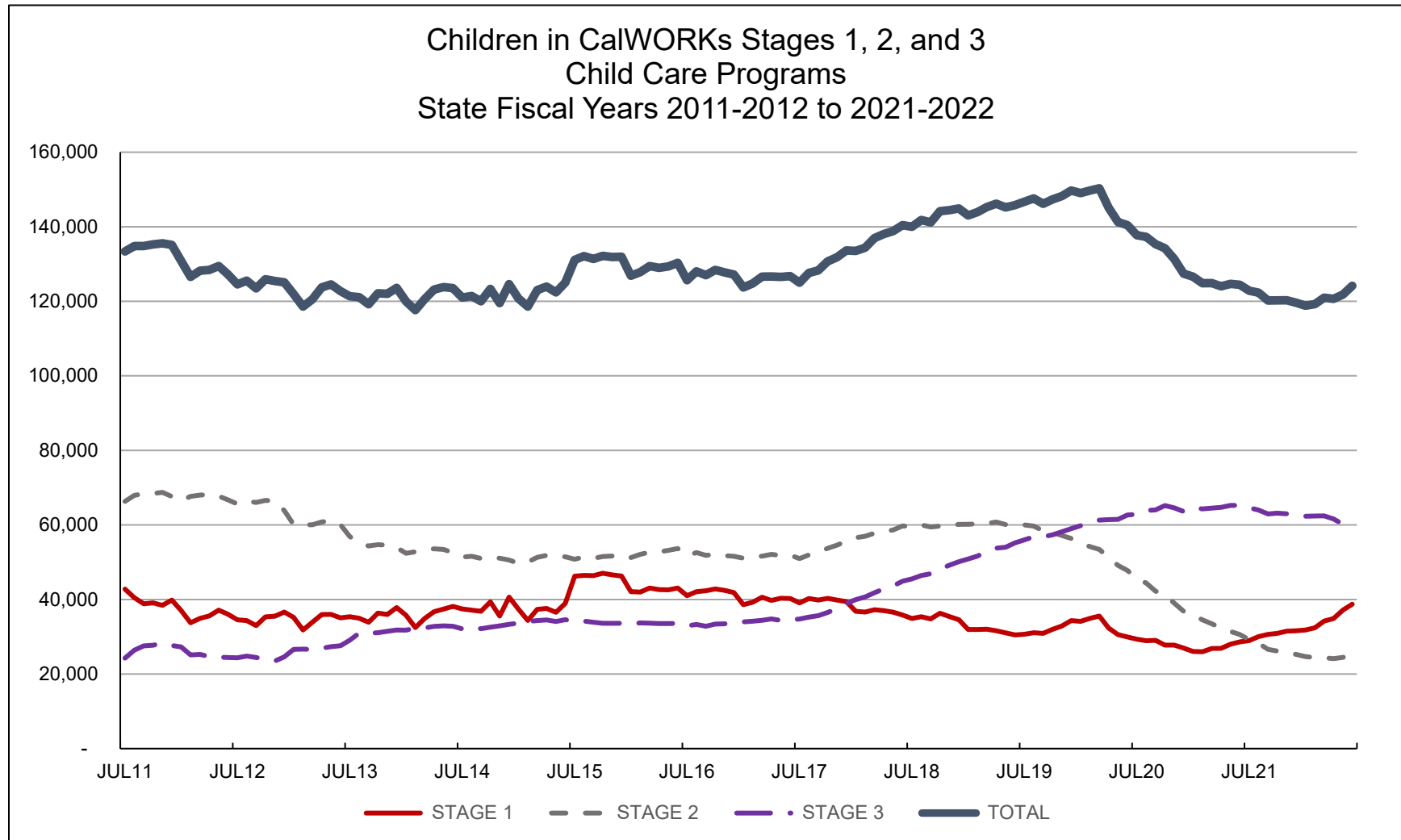
¹ Time in Care characteristics are based on available Calendar Year 2021 SAWS Consortia data from Contra Costa, El Dorado, Imperial, Madera, Mendocino, Monterey, Orange, Riverside, San Benito, San Bernardino, San Diego, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Sierra, Sonoma, Stanislaus, Sutter, and Tehama counties.

Table 8C. CalWORKs Stage One Child Care: Monthly Average Trends and Participation from FY 2013-14 to FY 2021-22

Fiscal Year	Stage One Total Children	Stage Two Total Children	Stage Three Total Children
2013-14	35,826	53,984	31,702
2014-15	37,442	51,098	33,427
2015-16	44,550	52,021	33,714
2016-17	40,956	51,796	33,826
2017-18	38,246	55,629	39,398
2018-19	33,381	60,053	50,396
2019-20	32,454	55,054	59,290
2020-21	27,694	37,304	64,409
2021-22	32,745	25,717	62,465

Data Sources: Stage 1 - CDSS [CW 115](#) and [CW 115A](#) Monthly Reports. Stage 2 and 3 - Caseload report data submitted to the CalWORKs/AP online reporting portal.

**Figure 8A. Children in CalWORKs Stages One, Two, and Three Child Care Programs:
2011-2022**



Data Sources: Stage 1 - CDSS [CW 115](#) and [CW 115A](#) Monthly Reports. Stage 2 and 3 - Caseload report data submitted to the CalWORKs/AP online reporting portal.

Diaper Assistance

CalWORKs recipients are required to participate in WTW activities as a condition of eligibility for aid and must be provided with the necessary supportive services to do so. AB 480 which added Section 11323.2 to the WIC, instituted diaper assistance for children under 36 months of age in families with a CalWORKs recipient participating in a WTW plan.

- Diaper assistance of \$30 per month per child under 36 months of age will be provided.
- It is estimated that 30 percent of WTW exempt cases will voluntarily participate in a WTW plan and receive diaper assistance.
- FY 2022-23 funding is approximately \$17 million.
- The projected number of eligible children for diaper assistance is 46,538 in FY 22-23.

Behavioral Health Services Referrals and WTW Participation:

- Behavioral Health Services – These services work to address situations or conditions that impose barriers to an individual's ability to participate in WTW activities and ultimately obtain and retain employment. Barriers may include, but are not limited to, conditions or situations which qualify an individual for a WTW exemption, mental health or substance abuse issue, or domestic abuse situations. Whether a barrier qualifies an individual for a WTW exemption or can be addressed through WTW activities or supportive services is determined by the CWD.
- Mental Health Services – If a concern arises, either during OCAT or at any other time, that an individual may be facing a mental health barrier that could impair the ability of the individual to participate in WTW activities and ultimately obtain and retain employment, the individual will be referred to the county mental health department for an evaluation. If the evaluation finds that the individual would benefit from mental health services, those services are made available. Each CWD develops individual WTW plans for individuals with mental or emotional disorders based on the evaluation conducted by the county mental health department.
- Substance Abuse Services – If there is a concern that a substance abuse problem exists that will impair the ability of an individual to participate in WTW or to obtain or retain employment, the individual will be referred to the county alcohol and drug program for an evaluation and determination of any treatment necessary for the participant's transition from WTW. If the CWD determines that the county alcohol and drug program is unable to provide the needed services, the county may contract directly with a nonprofit state-licensed narcotic treatment program, residential facility, or certified nonresidential substance abuse program to obtain substance abuse services for an individual.
- Domestic Abuse Survivor Services and Waivers – Individuals unable to fulfill program requirements due to barriers in relation to experiencing domestic abuse or violence may

be eligible for a waiver from program requirements. If good cause is granted, both program and participation requirements may be waived.

- Domestic violence survivor services are available to past or present survivors of domestic violence. Services may be accessed through the CWD.
- CWDs are required to inform clients of domestic violence survivor services. This is required to be done verbally, in writing, and in the language understood by individual(s).
- Waivers are offered to assist individuals who are unable to fulfill program requirements due to barriers in relation to experiencing domestic abuse or violence.
- Good cause must be granted in order for participation and program requirements to be waived.
- Good cause must be reviewed every 90 days.

**Table 8D. Behavioral Health Services Referrals and Participation:
FY 2021-22
All (Other) Families**

The following table shows the average number of individuals referred to and receiving CalWORKs services in each of the following categories ⁽¹⁾.

County	Mental Health Treatment Annual Total of Referrals for MH Evaluation	Mental Health Treatment Annual Total MH Services Provided	Substance Abuse Treatment Annual Total of Referrals for SA Evaluation	Substance Abuse Treatment Annual Total SA Services Provided	Domestic Abuse Treatment Annual Total of Referrals for DA Evaluation	Domestic Abuse Treatment Annual Total DA Services Provided
Alameda	219	795	0	*	326	666
Alpine	0	0	0	0	0	0
Amador	*	23	*	*	0	0
Butte	93	635	*	43	*	39
Calaveras	30	145	*	25	*	*
Colusa	*	0	0	0	*	12
Contra Costa	241	490	21	23	363	22
Del Norte	0	*	*	*	0	*
El Dorado	29	112	*	25	16	58
Fresno	129	775	27	126	39	212
Glenn	0	205	0	12	0	12
Humboldt	50	217	36	175	11	39
Imperial	114	466	*	74	12	88
Inyo	0	0	0	0	0	0
Kern	558	2,939	20	134	78	224
Kings	147	509	15	42	24	52
Lake	20	108	*	22	19	41
Lassen	0	0	0	0	0	0
Los Angeles	5,566	23,626	303	639	3,194	25,744
Madera	99	342	*	27	22	81
Marin	28	129	*	34	0	0
Mariposa	0	0	0	*	0	0
Mendocino	86	216	39	91	21	85
Merced	142	813	*	69	0	346
Modoc	0	0	0	0	0	0
Mono	*	0	0	0	0	0
Monterey	301	887	36	146	46	156
Napa	*	*	*	17	0	0

**Table 8D. Behavioral Health Services Referrals and Participation:
FY 2021-22
All (Other) Families (continued)**

County	Mental Health Treatment Annual Total of Referrals for MH Evaluation	Mental Health Treatment Annual Total MH Services Provided	Substance Abuse Treatment Annual Total of Referrals for SA Evaluation	Substance Abuse Treatment Annual Total SA Services Provided	Domestic Abuse Treatment Annual Total of Referrals for DA Evaluation	Domestic Abuse Treatment Annual Total DA Services Provided
Nevada	14	50	*	19	*	27
Orange	888	2703	0	*	28	1224
Placer	30	131	*	11	*	16
Plumas	0	0	0	0	0	36
Riverside	258	967	*	11	*	11
Sacramento	241	1668	61	452	*	39
San Benito	0	11	0	0	*	*
San Bernardino	78	130	*	*	18	44
San Diego	223	713	31	91	*	27
San Francisco	38	156	0	0	147	774
San Joaquin	79	129	*	11	*	12
San Luis Obispo	17	134	*	19	13	56
San Mateo	*	32	*	*	0	0
Santa Barbara	13	112	0	*	*	*
Santa Clara	228	2563	108	1115	0	340
Santa Cruz	12	218	*	32	*	67
Shasta	70	294	*	31	0	0
Sierra	0	0	0	0	0	0
Siskiyou	11	82	*	39	*	*
Solano	*	94	0	0	*	51
Sonoma	77	482	21	185	14	71
Stanislaus	91	258	16	166	18	79
Sutter	20	15	*	15	*	0
Tehama	54	194	23	98	32	190
Trinity	*	16	*	17	*	20
Tulare	22	980	0	154	*	154
Tuolumne	*	20	*	32	*	15
Ventura	238	826	20	103	*	*
Yolo	65	346	*	15	0	0
Yuba	128	463	13	53	*	*

Data Source: [Welfare-To-Work Monthly Activity Report – All \(Other\) Families](#) (WTW 25)

Notes: ¹ An individual will only be reported once for an evaluation referral but can participate over several months.

Cells that could identify an individual with a value of less than 11 have been replaced with a “*” to comply with the [CDSS Data De-identification Guidelines](#).

**Table 8E. Behavioral Health Services Referrals and Participation:
FY 2021-22 Two-Parent Families**

The following table shows the average number of individuals referred to and receiving CalWORKs services in each of the following categories¹.

County	Mental Health Treatment Annual Total of Referrals for MH Evaluation	Mental Health Treatment Annual Total MH Services Provided	Substance Abuse Treatment Annual Total of Referrals for SA Evaluation	Substance Abuse Treatment Annual Total SA Services Provided	Domestic Abuse Treatment Annual Total of Referrals for DA Evaluation	Domestic Abuse Treatment Annual Total DA Services Provided
Alameda	31	109	0	0	0	0
Alpine	0	0	0	0	0	0
Amador	*	0	*	*	*	*
Butte	*	81	0	11	0	0
Calaveras	*	46	*	*	*	*
Colusa	0	0	0	0	0	0
Contra Costa	83	46	*	0	122	0
Del Norte	0	0	0	0	0	0
El Dorado	0	0	*	22	*	*
Fresno	36	163	*	14	*	19
Glenn	0	24	0	12	0	*
Humboldt	*	36	15	56	*	*
Imperial	46	182	*	81	*	49
Inyo	0	0	0	0	0	0
Kern	104	523	*	31	*	18
Kings	25	40	*	*	*	0
Lake	*	*	0	*	*	0
Lassen	0	0	0	0	0	0
Los Angeles	406	1,693	28	66	62	527
Madera	34	58	*	*	*	11
Marin	*	*	0	0	0	0
Mariposa	0	0	0	0	0	0
Mendocino	22	61	*	13	*	15
Merced	33	167	*	*	0	0
Modoc	0	0	0	0	0	0
Mono	0	0	0	0	0	0
Monterey	33	101	*	24	*	*
Napa	0	0	0	0	0	0
Nevada	0	0	*	0	0	0

**Table 8E. Behavioral Health Services Referrals and Participation:
FY 2021-22
Two-Parent Families (continued)**

County	Mental Health Treatment Annual Total of Referrals for MH Evaluation	Mental Health Treatment Annual Total MH Services Provided	Substance Abuse Treatment Annual Total of Referrals for SA Evaluation	Substance Abuse Treatment Annual Total SA Services Provided	Domestic Abuse Treatment Annual Total of Referrals for DA Evaluation	Domestic Abuse Treatment Annual Total DA Services Provided
Orange	359	1,095	0	0	*	492
Placer	*	*	*	*	0	0
Plumas	0	0	0	0	0	0
Riverside	39	109	*	12	0	0
Sacramento	53	355	*	77	0	0
San Benito	0	0	0	0	0	0
San Bernardino	20	32	0	0	*	0
San Diego	17	41	*	17	0	0
San Francisco	*	11	0	0	*	14
San Joaquin	*	13	0	0	0	0
San Luis Obispo	0	0	0	0	0	0
San Mateo	0	0	0	0	0	0
Santa Barbara	*	*	0	0	0	0
Santa Clara	79	854	36	373	0	15
Santa Cruz	*	18	*	15	0	0
Shasta	*	36	*	*	0	0
Sierra	0	0	0	0	0	0
Siskiyou	*	*	*	*	*	0
Solano	0	17	0	*	0	0
Sonoma	*	30	*	*	0	*
Stanislaus	*	*	*	25	*	0
Sutter	*	27	*	13	*	17
Tehama	13	59	*	13	*	18
Trinity	0	0	0	0	0	*
Tulare	*	115	0	18	*	16
Tuolumne	0	0	0	*	0	0
Ventura	35	128	*	13	*	*
Yolo	14	18	*	0	0	0
Yuba	48	150	*	14	*	*

Data Source: [Welfare-To-Work Monthly Activity Report – Two-Parent Families](#) (WTW 25A)

Notes:

¹ An individual will only be reported once for an evaluation referral but can participate over several months.

Cells that could identify an individual with a value of less than 11 have been replaced with a “*” to comply with the [CDSS Data De-identification Guidelines](#).

Chapter 9 – 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 SPM are calculated;
- Why the SPM finds a higher poverty level in California than the OPM;
- A comparison of the share of poor children who are served by CalWORKs in California and by TANF programs 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: 48.3 percent, compared to just 14.4 percent for the entire nation in 2020 (as derived from the OPM, see Table 9D).²

The CalWORKs Annual Summary follows the release of the U.S. Census Bureau's analysis of Poverty in the U.S. and the SPM, usually released every September for the previous year. The latest release of the SPM was in September 2022, covering the calendar year 2021. Because our analysis relies on the latest poverty thresholds and data included in the SPM, this chapter of the CAS covers the anti-poverty impacts of supports provided in 2021.

2021 was a landmark year for reductions in child poverty in the U.S. Due to unprecedented social supports provided in response to the pandemic, including, but not limited to, the expanded Child Tax Credit, the third federal stimulus payment, and SNAP emergency allotments, child poverty reached its lowest rate nationally since the start of the release of the SPM.

The combined anti-poverty impacts of the pandemic are striking. The introduction of the federal pandemic stimulus payments and expanded refundable child tax credit lifted a combined 5.1 million children out of poverty nationwide, with roughly 3.8 million children remaining in poverty in the U.S. and 648,000 children remaining in poverty in California (according to the SPM). To put that number into perspective, in 2021, CalWORKs served roughly 691,070 children. The number of children in poverty in California dropped from 1.7 million in 2019 to 1.1 million in 2020 and 648,000 in 2021. Although we cannot say exactly how many eligible households received the full set of supports, Figure 9B shows that full receipt of these supports would lift all

² Data Source: [U.S. Census Bureau, and Administration for Children and Families.](#)

CalWORKs families with one aided adult and two children above the SPM threshold, regardless of earned income. However, as many of these pandemic supports were temporary and have now expired, in the absence of these supports, families with little to no earnings (making \$800/month or less) will continue to fall below the SPM threshold for poverty.

Key Terms in This Chapter

- **Official Poverty Measure (OPM)** – The most used poverty measure, the OPM, was developed by the Social Security Administration in the 1960s.³ A simple tool based on a family's food budget relative to income, 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), 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 SNAP benefits and housing subsidies.
- **Supplemental Poverty Measure (SPM)** – More recently, the SPM has been proposed as a better way to define poverty level for households. The SPM accounts for income from certain government benefits (such as SNAP benefits), 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).

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³ Gordon M. Fisher, *The Development and History of the Poverty Thresholds* (Social Security Administration, 1992). Retrieved from [Social Security History Bulletin](#).

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California's Poverty Rate and National Ranking

According to the OPM, 11.9 percent of all Californians and 14.5 percent of California's children lived in poverty in 2021 (Table 9A). The corresponding figures for the U.S. as a whole were 11.6 percent and 15.3 percent, respectively. California's poverty rates have dropped by nearly half a percentage points since 2017, partly as a result of an improving economy. The state ranks 18th in the nation for overall poverty rate and 24th for child poverty.

Table 9A. Official Poverty Measure and California's Ranking: 2017-2021

Poverty Rate	2017	2018	2019	2020	2021
California Overall Poverty Rate	12.4%	11.9%	10.1%	11.0%	11.9%
California Overall Poverty Rate Ranking	22 nd highest	20 th highest	23 rd highest	24 th highest	18 th highest
California Child Poverty Rate	17.3%	16.0%	13.9%	14.5%	14.5%
California Child Poverty Rate Ranking	24 th highest	19 th highest	24 th highest	28 th highest	24 th highest
U.S. Overall Poverty Rate	12.3%	11.8%	10.5%	11.4%	11.6%
U.S. Child Poverty Rate	17.1%	15.9%	14.4%	16.1%	15.3%

Data Sources:

John Creamer, Emily A. Shrider, Kalee Burnd, and Frances Chen, Poverty in the United States: 2021 (Current Population Reports, Report Number P60-277 ([U.S. Census Bureau, Issued September 2022](#))). Data are from the Current Population Survey, Annual Social and Economic Supplement. Detailed data can be retrieved from [United States Census Bureau POV-11 Poverty Status by State](#).

Measuring Poverty with the OPM and SPM

The OPM and SPM are fundamentally different ways of measuring poverty (Table 9B). 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 OPM does not incorporate resources that families receive via the safety net.

The SPM is a powerful tool to measure the combined anti-poverty effects of these resources relative to a poverty threshold that accounts for variations in cost of living by geography. It stacks up the supports received by families against a poverty threshold to measure the number of families and children lifted out of poverty in the United States. The SPM considers the cost of basic goods for families (food, clothing, shelter, and utilities) plus an additional amount allowed for basic needs (e.g., personal care, household supplies, nonwork-related transportation).

Major Differences between the OPM and SPM

There are four major differences between the OPM and SPM that explain why they differ year-over-year: 1) household resources counted, 2) household costs considered, 3) the poverty thresholds themselves, and 4) how households are defined.

Household resources: The OPM only counts pre-tax cash income as a household resource. By contrast, the SPM considers post-tax cash income (including tax credits) plus any in-kind benefits such as nutritional assistance. This means that in years where safety net supports are expanded, such as 2021, the SPM captures the anti-poverty impacts of these supports.

Household costs: Housing costs are not considered in calculating the OPM but are in the SPM. In addition, several common household expense items, such as out-of-pocket medical costs, child care expenses, and work-related expenses (including transportation) are subtracted when calculating total family resources in the SPM.

Poverty thresholds: The OPM adjusts for inflation using the Consumer Price Index (CPI) for all goods and calculates poverty thresholds by family size and age of family members. The SPM is revised to reflect varying standards of living (for example, for variation in family/individual expenses/costs, with adjustment for geographic differences in prices across the states/geographic areas).

Definition of a household: 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 is measured is larger for the SPM than for the OPM.

Table 9B. 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 30 th to 36 th 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 household member	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

Data Source: Based on Liana Fox, *The Supplemental Poverty Measure: 2018*, Current Population Reports P60-268 (RV) (U.S. Census Bureau, October 2019). [United States Census Bureau: The Supplemental Poverty Measure: 2018](#)

California Poverty Rates Based on the OPM and the SPM

In September 2022, the U.S. Census Bureau released two revised sets of poverty data: rates using the OPM and rates using the SPM. Poverty in California is higher as measured by the SPM than by the OPM: In 2019-21, for example, California's poverty rate was 13.2 percent according to the SPM and 11 percent using the OPM (Table 9C). For the U.S. as a whole, recent poverty rates are lower using SPM measure: 9.6 percent, than OPM measure: 11.2 percent

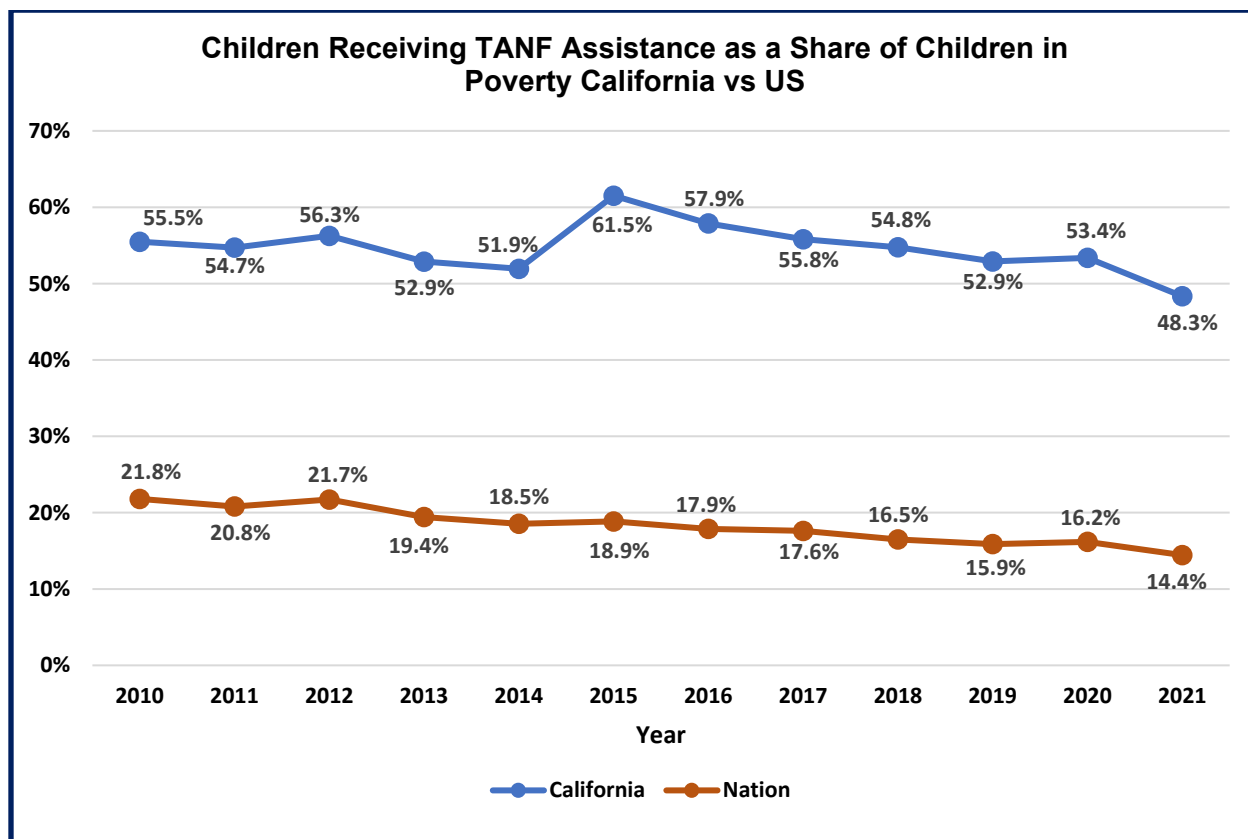
**Table 9C. Comparison of the OPM and SPM
in California and the U.S.: 2017-2019 to 2019-2021**

Location	OPM 2017-2019	OPM 2018-2020	OPM 2019-2021	SPM 2017-2019	SPM 2018-2020	SPM 2019-2021
California	11.5%	11.0%	11.0%	12.5%	15.4%	13.2%
United States	11.4%	11.2%	11.2%	17.2%	11.2%	9.6%

Data Source: Based on John Creamer, Emily A. Shrider, Kalee Burnd, and Frances Chen, *Poverty in the United States: 2021*, Current Population Reports P60-277 ([U.S. Census Bureau, Issued September 2022](#)). Poverty in the United States: 2020, page 69.

Figure 9A. Children in TANF as a Percentage of Children in Poverty: California and the U.S., 2010-2021

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 2021, while the national percent of poor children receiving TANF was only 14.4 percent, California served 48.3 percent of its poor children – more than three times the national share using the OPM. 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.



Data Sources: U.S. Census Bureau American Community Survey (5-year estimates) and ACF

Table 9D. Child Poverty Rates and Share of Poor Children in TANF: California and the U.S. 2010–2021

Years	CA Children Receiving CalWORKs	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	U.S. Percent Children in Poverty	U.S. Percent Poor Children in TANF
2010	1,116,594	2,012,585	22.00%	55.48%	3,432,780	15,749,129	21.60%	21.80%
2011	1,140,453	2,084,522	22.80%	54.71%	3,409,383	16,386,500	22.50%	20.81%
2012	1,093,821	1,944,310	21.30%	56.26%	3,298,369	15,188,844	20.80%	21.72%
2013	1,065,894	2,015,537	22.10%	52.88%	3,049,590	15,701,799	21.60%	19.42%
2014	1,069,584	2,059,262	22.70%	51.94%	2,949,590	15,907,395	21.90%	18.54%
2015	1,252,385	2,036,201	22.50%	61.51%	2,971,584	15,760,766	21.70%	18.85%
2016	1,143,020	1,974,976	21.90%	57.88%	2,741,109	15,335,783	21.20%	17.87%
2017	1,041,133	1,865,225	20.80%	55.82%	2,590,016	14,710,485	20.30%	17.61%
2018	956,952	1,747,426	19.50%	54.76%	2,327,380	14,117,014	19.50%	16.49%
2019	852,164	1,610,923	18.10%	52.90%	2,124,807	13,377,778	18.50%	15.88%
2020	790,212	1,480,649	16.80%	53.37%	2,037,939	12,598,699	17.50%	16.18%
2021	691,070	1,429,686	16.20%	48.34%	1,796,530	12,443,424	17.00%	14.44%

Data Sources: [CalWORKs Cash Grant Caseload Movement Report](#) (237 CW), [U.S. Census Bureau](#), and [Administration for Children and Families](#).

Note:

The sharp increase in the share of CA Children in CalWORKs between 2014 and 2015 is due to a decline American Community Survey (ACS) estimates of children in poverty and inconsistent increase in the number of CA children in CalWORKs.

CalWORKs Benefit and Resource Model 2021

Background

CalWORKs cash assistance is one of many program benefits that provide support to families in need. Families receiving cash assistance through CalWORKs also receive or are eligible to receive benefits from many anti-poverty programs that make up the safety net in California and federally, including (but not limited to):

- CalFresh;
- Medi-Cal;
- CalWORKs Child Care;
- State and federal anti-poverty tax credits, including the State and federal EITCs;
- Federal Child Tax Credit; and
- State Young Child Tax Credit.

CalWORKs families are categorically eligible and/or automatically enrolled for some, but not all, of the above anti-poverty benefits.

The above benefits form a core part of the supports available to CalWORKs families annually. During the pandemic, additional assistance was distributed by the federal government and by the State to help families facing the unprecedented economic crisis. This assistance included, but was not limited to, the expanded Child Tax Credit, the federal stimulus payments, the Golden State Grant, and CalFresh emergency allotments. While some supports started in 2020, many of those supports were fully implemented in 2021, and are officially counted in the Census Bureau's 2021 SPM. These additional supports led to the lowest rate of child poverty recorded since the start of the SPM, both nationally and in California.

The CalWORKs Benefit and Resource Model uses an additive model, similar to the SPM, to demonstrate the combined financial supports for various family profiles of Californians in poverty relative to thresholds of poverty. The goal of the benefit and resource model is to demonstrate the anti-poverty effects of combined state and federal supports available to families participating in CalWORKs. Most benefits vary by income and family size. While the below analysis does not capture all situations, it 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 below school age.⁴ Earned income changes the benefit amounts of some of these programs and the total resources available for the family. Because many of the supports in 2021 varied by age of child, in this year's CalWORKs annual summary we display an assistance unit comprised of one aided adult with two aided children between ages 0-6. While we do not display various other permutations by age (e.g. one aided adult with two aided children who are school-aged) the anti-poverty effects of the combined pandemic supports do not vary enough—an assistance unit with one aided adult and two children was

⁴ In CY 2021, there were a total of 106,921 CalWORKs cases with one aided adult; 32,975, or 31.6 percent, had one aided adult and two aided children. (Data source: MEDS EDD 2021 July.)

lifted out of poverty in 2021 (as per the SPM threshold) regardless of their earnings or the age of the children.

The updated 2021 model includes planned expansions to safety net supports in 2021, as well as one-time infusions of assistance that were the result of pandemic-related programming. Mirroring 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 Figure 9C displays information regarding the share of CalWORKs recipients who have no earnings and the share with earnings for at least one month in 2021, along with total monthly resources for those groups (using the median monthly earnings to represent the group with any earnings in 2021).

As a note: 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 5 percent for FFY 2021 based on RADEP).

As noted above, the model reflects benefits and resources available to aided adults and children. Families that include ineligible adults or children receive less. In addition, the model assumes full receipt of benefits, but some families do not currently access all of the resources for which they may be eligible.

Elements of the model

This model was developed using the following elements. All dollar amounts reflect resources received in 2021—and account for pandemic-related expansions. Benefits included in this model are limited to resources that CalWORKs families are likely categorically eligible for: either because participation in CalWORKs provides categorical eligibility (e.g. CalFresh) or because a child in the household is eligible for a near-universal benefit (e.g. expanded Child Tax Credit). Any amount that is received as a lump sum amount (e.g. tax refunds) is divided by the monthly amount to show the total monthly resources, in line with previous iterations of the CalWORKs Annual Summary. This model does not account for benefits that some, but not all, CalWORKs households may receive in addition to the benefits outlined below depending on household circumstances (e.g. related to disability status or unemployment during the pandemic).

Pre-pandemic supports: These supports are available to CalWORKs families annually, and were available to CalWORKs families in 2021.

- **CalWORKs:** 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, 2021. The CalWORKs EID policy allows families to exclude the first \$550 of their income from the cash grant calculation, as well as 50 percent of all income above \$550.

⁵ Based on the latest report by [California Department of Health Care Services \(May 2022, CY Page 24\)](#), the average monthly cost of Medi-Cal for CalWORKs recipients is \$323/person for FY 2021-22 and 2022-23. The average Stage One childcare cost is \$822.91/month per child for FY 2021 - 22, based on [CDSS 2021 May Revision of the 2020-21 Governor's Budget](#) (2021 May Estimates Methodology, Page 84 (100), bullet #5).

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

- **CalFresh:** The CalFresh benefit is based on guidance by the U.S. Department of Agriculture's Food and Nutrition Service for Federal Fiscal Year 2020. We account for pandemic related changes to CalFresh (such as the emergency allotments) under the Pandemic Food Assistance category below.
- **Federal tax credits:**
 - **Federal Earned Income Tax Credit:** The EITC is based on-2021 tax year (TY) information. The federal EITC is only available to families with earned income, and varies by earnings level and household size.
 - **Child Tax Credit (CTC):** For the purposes of this model, we separate out the federal CTC that was in existence prior to 2021 (and that families have resumed receiving in TY 2022), and the one-time 2021 expansion, which we treat as federal pandemic assistance below. Aside from the expansions in 2021, the federal CTC is only available to families with earnings above \$2,000, with a phase in.
- **State tax credits:** The State of California provides two refundable anti-poverty tax credits generally available to eligible CalWORKs families: the state EITC (CalEITC) and the state Young Child Tax Credit.
 - **CalEITC:** For a family with two children, the state EITC is 85 percent of the federal EITC up to earnings of \$8,262 per year (approximately \$689 per month). The state EITC begins to phase out at that point, while the federal EITC continues to phase in to earnings of \$14,950 per year (approximately \$1,246 per month). Since 2019, the state EITC has a longer phase-out period – with the maximum annual income eligible for the CalEITC expanded to \$30,000.
 - **Young Child Tax Credit:** Families making over \$1 but under approximately \$25,000 in earnings with at least one qualifying child under the age of 6 are eligible for a flat \$1,000 tax credit under the YCTC.
- **Utility Subsidies:** The utility subsidy includes three programs: Low Income Heating and Energy Assistance Program (LIHEAP), California Alternate Rates for Energy (CARE), and LifeLine. LIHEAP subsidy is calculated based on Program Year 2021 fact sheet; CARE subsidy is calculated by applying discount rates to median electricity and gas expense, based on the 2021 State Profiles and Energy Estimates from the U.S. Energy Information Administration; and LifeLine subsidy is based on the sum of state discount and federal discount.
- **Pandemic supports:** Due to the unprecedented nature of one-time assistance provided by the State and federal government, the model accounts for the pandemic-related assistance CalWORKs families were likely to receive.
- **Pandemic Food Assistance:** This category reflects additional assistance provided to CalFresh recipients due to the pandemic.
 - **CalFresh emergency allotment:** The model reflects changes made during the pandemic, including emergency allotments, as per guidance from the U.S. Department of Agriculture's Food and Nutrition Service. These allotments significantly increased the CalFresh benefit that many CalWORKs families received throughout the pandemic. Prior to April 1, 2021, all CalFresh

households received the full maximum allotment per their household size. After April 1, 2021, all CalFresh households received a minimum emergency allotment of \$95 per month regardless of household size. This means is that the combined CalFresh and emergency allotment amount for the example CalWORKs family in the model totals to \$658/month, regardless of income.

- **Pandemic EBT:** Throughout 2021 most children enrolled in CalFresh were receiving additional food assistance through Pandemic EBT (P-EBT) 2.0 (which ended August 2021) and P-EBT 3.0 (from August 2021 through the remainder of the calendar year). Amounts varied by whether a child was school-aged:
 - Young children: Each child received \$123/month through May, and a summer allotment of \$375. Under P-EBT 3.0, each child received \$39 in August, \$43 in September, \$52 in October, \$37 in November, and \$37 in December.
 - School-aged children: Although we do not display amounts received by school aged children in this report, we do use these amounts to model whether families with similar earnings profiles and older children would be lifted out of poverty upon full receipt of these benefits. We outline our assumptions here: through the end of the academic year 2020-2021 students received \$123/month if their school was fully remote, \$68 if the school was “hybrid,” and \$0 if the school was fully in person under P-EBT 2.0. In addition, students received a summer allotment of \$391. For the 2021-2022 academic year, students would receive \$7.10 per day allowances conditional on at least 5 school day absences in Fall 2021. Following the revised School Lunch and P-EBT Benefit Valuation in the 2021 SPM, we assume a hybrid model for Winter and Spring 2021. We also assume that the child did not miss 5 days of school in Fall 2021 and instead received school lunch in the Fall for 80 days at \$3.92/day.
- **Federal pandemic assistance:** In addition to tax refunds that CalWORKs families typically receive through the tax code (the Earned Income Tax Credit and the Child Tax Credit), the pandemic brought about special one-time payments and expansions that CalWORKs families were eligible to receive:
 - **Federal stimulus:** In March 2021, as part of the ARPA, households received a third and final stimulus payment: a flat \$1,400 for every individual in their tax unit.
 - **Expanded Child Tax Credit:** ARPA expanded the dollar amounts that families with qualified dependents were eligible for under the child tax credit (\$3,600 for young children under the age of 6, and \$3,000 for children ages 6 to 17), and also made the credit fully refundable. This means that families who had zero earnings were able to receive the full child tax credit refund. All children enrolled in CalWORKs were eligible to receive \$3,000 to \$3,600. Following the lead of the U.S. Census Bureau’s methodology, because the credit is a TY 2021 credit, it is counted as a resource for families in 2021.

- **State pandemic assistance:** The State of California also delivered state-level pandemic relief through the tax code in 2021, in addition to credits already established by the State—including the state EITC (CalEITC) and the state Young Child Tax Credit.
 - **Golden State Grant:** In response to the pandemic, the State of California provided a one-time \$600 payment to all eligible CalWORKs Assistance Units.
 - **Golden State Stimulus I and Golden State Stimulus II:** Families were also eligible to receive two lump sum payments (via disbursement through the Franchise Tax Board) in 2021 in the form of the Golden State Stimulus I and Golden State Stimulus II (\$600 and \$500 respectively):

Earnings and poverty thresholds:

- 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 2021. The SPM threshold is CDSS' calculation of the median threshold for California families of three with two children, using 2021 Current Population Survey ASEC microdata from the U.S. Census Bureau. Note that, for the most part, the SPM threshold is always used in the context of estimating the number of individuals lifted out of poverty due to various supports.

Major takeaways

Table 9E and Figure 9B display the combined anti-poverty effects of pre-pandemic supports, as well as temporary supports received during the pandemic, for one aided adult and two aided children (under the age of 6). As shown in Figure 9B (i), families with this household composition receiving CalWORKs cash assistance, regardless of earnings, were lifted above the SPM poverty threshold in 2021 if they received these supports in full.

However, Figure 9B (ii) shows us that upon expiration of pandemic assistance, families with the same household composition making monthly earnings under \$800 will fall below the SPM threshold for poverty. To put this into context, 48% of assistance units receiving CalWORKs cash assistance have no earnings. Of the remaining 52% of assistance units with earnings, the median earnings level is \$730. *This means that majority of families* with this household composition have likely fallen below the SPM threshold of poverty after the expiration of pandemic related assistance this year.

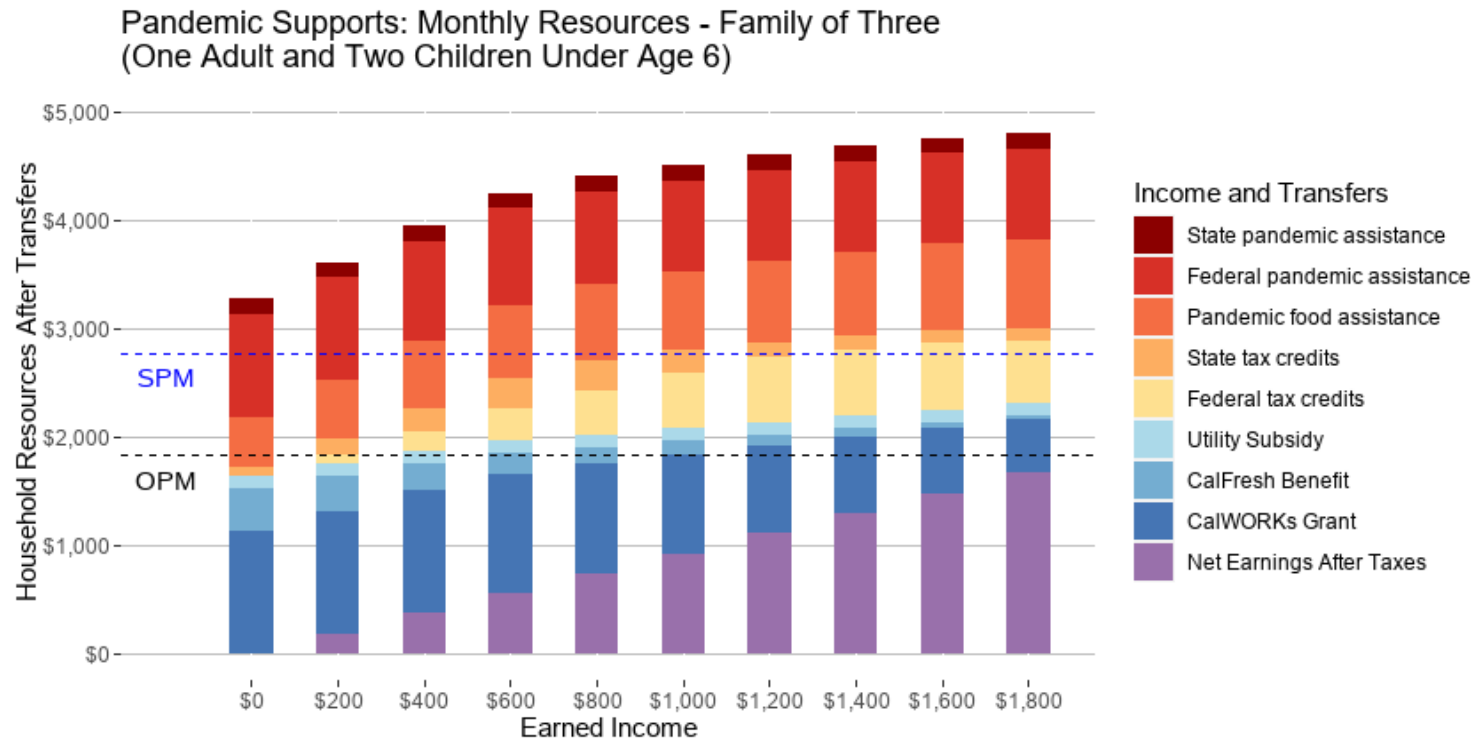
**Table 9E. Monthly Benefit Values Available to a CalWORKs Family of Three in Region One:
One Aided Adult and Two Aided Children**

Monthly Income	\$0	\$200	\$400	\$600	\$800	\$1,000	\$1,200	\$1,400	\$1,600	\$1,800	\$730 *
Net Earnings After Taxes	\$0	\$185	\$369	\$554	\$739	\$924	\$1,108	\$1,293	\$1,478	\$1,662	\$674
Pre-pandemic supports											
CalWORKs Grant	\$1,130	\$1,130	\$1,130	\$1,105	\$1,005	\$905	\$805	\$705	\$605	\$505	\$1,041
CalFresh Benefit	\$392	\$320	\$248	\$188	\$161	\$134	\$107	\$80	\$53	\$26	\$170
Utility Subsidy	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$112
Federal tax credits: EITC, CTC (excluding 2021 expansion)	\$0	\$81	\$190	\$300	\$410	\$518	\$598	\$615	\$615	\$578	\$3,713
State tax credits: CalEITC, YCTC	\$83	\$151	\$219	\$287	\$281	\$213	\$145	\$123	\$116	\$108	\$83
Total resources to the Family: pre-pandemic supports only	\$1,717	\$2,045	\$2,374	\$2,690	\$2,815	\$2,817	\$2,819	\$2,850	\$2,894	\$2,900	\$2,372
Resources/OPM Threshold	94%	112%	130%	147%	154%	154%	154%	156%	158%	158%	130%
Resources/SPM Threshold	62%	74%	86%	97%	102%	102%	102%	103%	104%	105%	86%
Pandemic supports											
Pandemic food assistance: CalFresh emergency allotments, P-EBT 2.0/3.0	\$466	\$538	\$610	\$670	\$697	\$724	\$751	\$778	\$805	\$832	\$688
Federal pandemic assistance: CTC expansion, March 2021 Stimulus Payment	\$950	\$950	\$921	\$891	\$861	\$833	\$833	\$833	\$833	\$833	\$872
State pandemic assistance: Golden State Grant, Golden State Stimulus I, Golden State Stimulus II	\$142	\$142	\$142	\$142	\$142	\$142	\$1420	\$142	\$142	\$142	\$142
Total resources to the Family: all 2021 supports	\$3,275	\$3,607	\$3,940	\$4,248	\$4,406	\$4,503	\$4,600	\$4,680	\$4,758	\$4,799	\$4,152
Resources/OPM Threshold	179%	197%	215%	232%	241%	246%	251%	256%	260%	262%	227%
Resources/SPM Threshold	118%	130%	142%	153%	159%	162%	166%	169%	172%	173%	150%

Data Source: CDSS Research and Data Insights Branch

Note: * Expected benefit level for a median working CalWORKs family with any earnings.

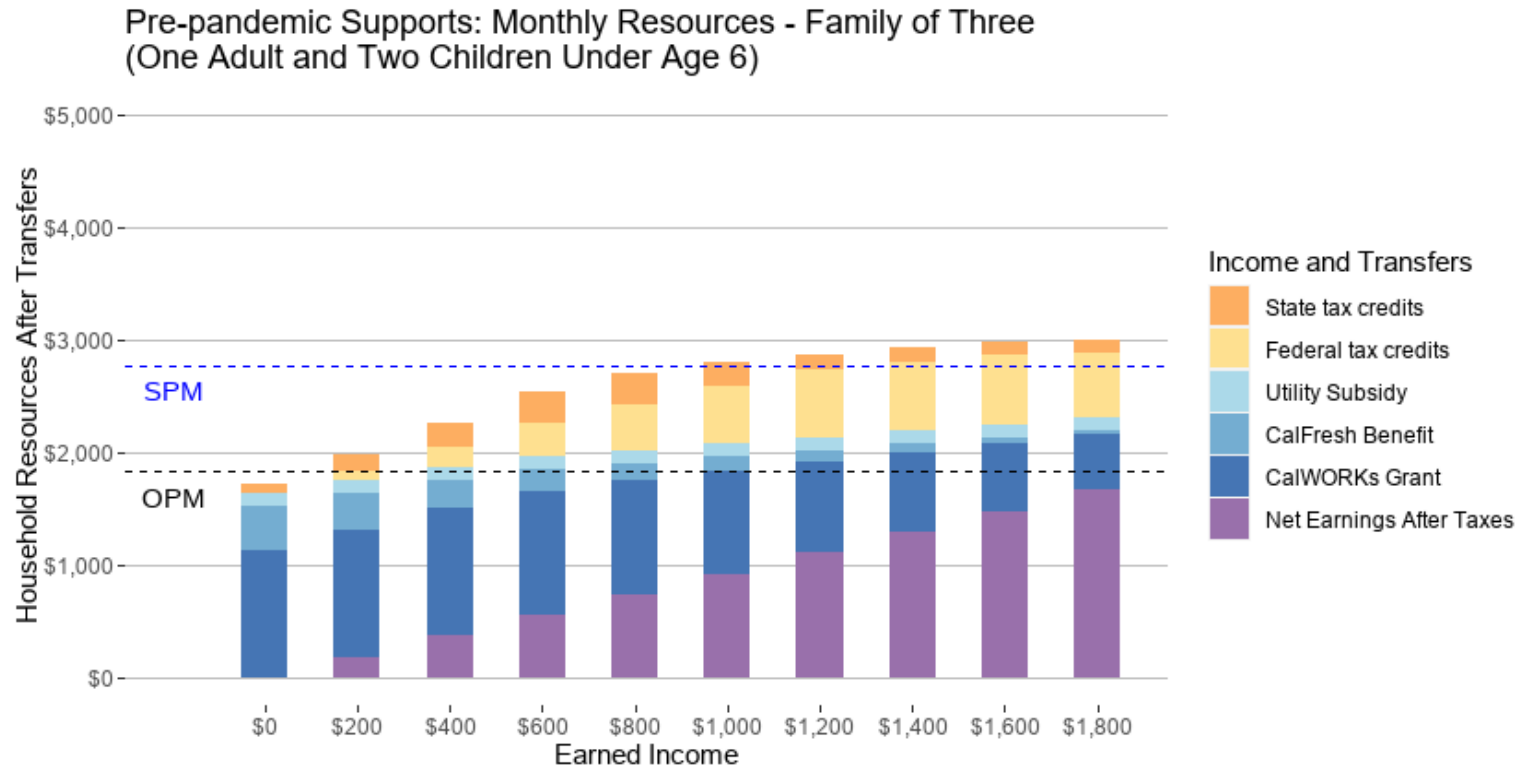
**Figure 9B.i. Pandemic Monthly Resources Available to a Family of Three
(One Adult and Two Children)**



SPM = Supplemental Poverty Measure

OPM = Official Poverty Measure

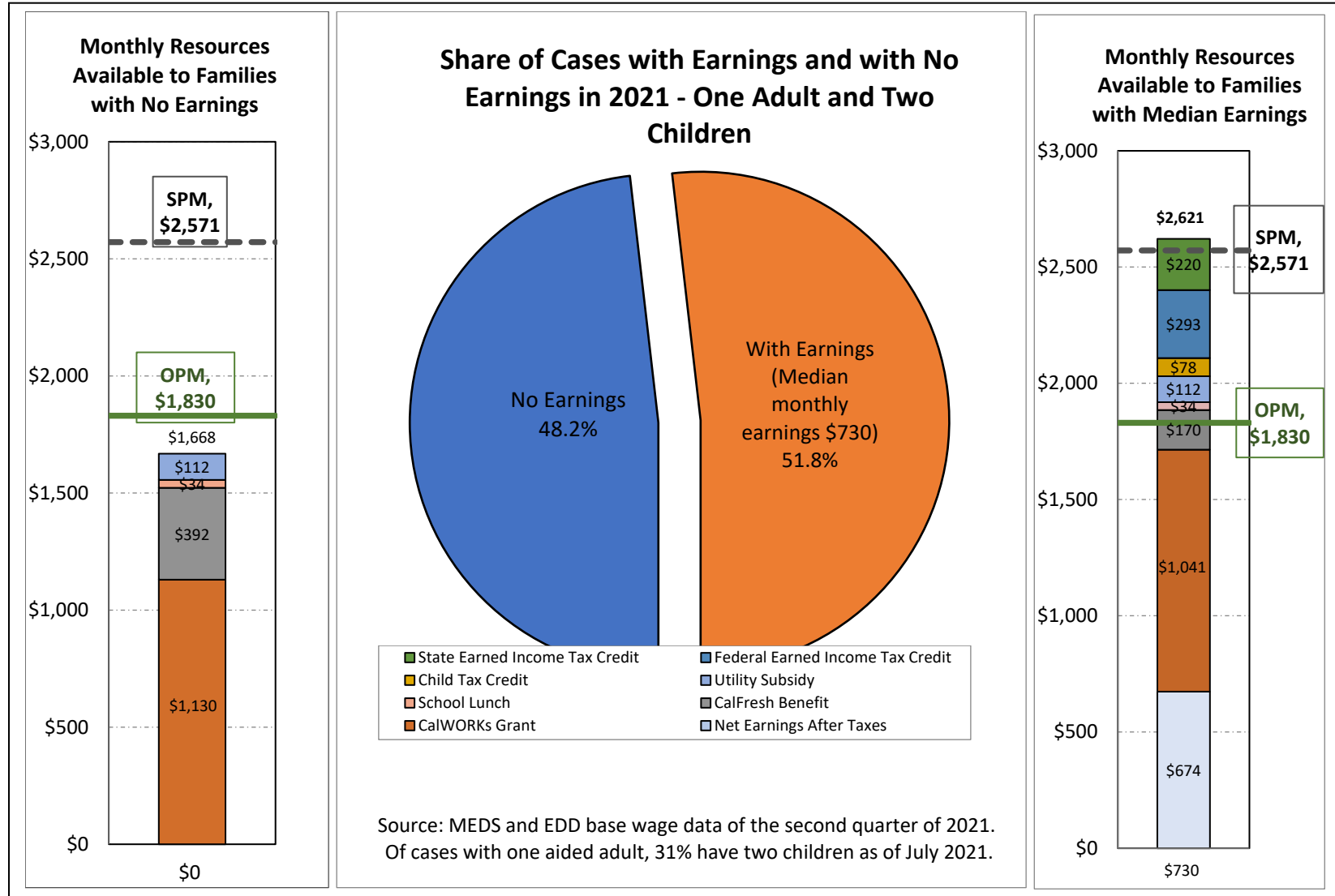
Figure 9B.ii. Pre-Pandemic Monthly Resources Available to a Family of Three (One Adult and Two Children)



SPM = Supplemental Poverty Measure

OPM = Official Poverty Measure

**Figure 9C. CalWORKs Benefit and Resource Model 2021:
Share of Cases with Earnings and with no Earnings**



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Chapter 10 – Research Funds and Program Oversight

The general purpose of CalWORKs program oversight is to review, monitor, and supervise the implementation of public policy related to the program. 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. The most significant new effort to achieve program oversight and engender collaborative continuous quality improvement in the CalWORKs program is Cal-OAR, described in detail in this chapter. Chapter Ten also explains how CDSS uses TANF funds to assess the effectiveness of the CalWORKs program. Also described in this chapter are steps taken by CDSS to oversee counties' implementation of recent changes to the CalWORKs program.

Tables and Figures in This Chapter

<u>Table 10A. Allocation of TANF Research Funds, Research Project Names and Budgets by Year, FY 2021-22 through FY 2023-24</u>	<u>138</u>
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TANF Research Funds

This section provides information about the use of federal TANF research funds. Table 10A displays three years of actual and estimated expenditures by project. Projects are described in more detail on the following pages.

Table 10A. Allocation of TANF Research Funds, Research Project Names and Budgets by Year, FY 2021-22 through FY 2023-24

Research Project	FY 2021-22	FY 2022-23	FY 2023-24	Total
UCB Performance Indicators	\$67,742	\$89,610	\$67,900	\$225,252
EDD Data Contract	\$39,837			\$39,837
Home Visiting Program Evaluation ⁽¹⁾	\$884,180			\$884,180
Social Finance	\$181,785	\$235,000		\$416,785
Survey Monkey	\$12,400	\$12,400	\$12,400	\$37,200
Cell Ed	\$112,745			\$112,745
Too Small to Fail Pilot ⁽¹⁾	\$175,000	\$82,000	\$300,000	\$557,000
ADAPT Project with EDD ⁽²⁾	\$4,772	\$4,772	\$4,772	\$14,316
Cal-OAR TA Reviews w/ Mathematica ⁽¹⁾	\$1,134,334	\$640,455	\$377,873	\$2,152,662
Chapin Hall Data Collective, CIV Legacy	\$40,000	\$40,000	\$40,000	\$120,000
Laptops For Life	\$500,000			\$500,000
Rescue Agency – CalWORKs Outreach Campaign ⁽¹⁾	\$700,000	\$1,000,000		\$1,700,000
Racial Equity & Implicit Bias, Unconscious Bias Project	\$9,950			\$9,950
OnSolve			\$999,999	\$999,999
Total	\$3,862,745	\$2,104,237	\$1,802,944	\$7,769,926

Data Source: CDSS TANF Research and Evaluation Budget

Note: ¹ Estimated budgets are subject to change.

² Applied Data Analytics Platform Training.

UC Berkeley: California Child Welfare Indicators Project

Time Period: FY 2009-10 through FY 2026-27

Total Allocation: \$573,099

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 child 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: [UC Berkeley California Child Welfare Indicators Project](#).

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

Employment Development Department

Time Period: FY 2009-10 through FY 2021-22

Total Allocation: \$401,125

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, including Cal-OAR outcome measures that quantify recipient or post-recipient earnings.

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

CalWORKs Home Visiting Program Evaluation

Time Period: FYs 2018-19 through 2022-23

Total Allocation: \$2,999,977

On January 10, 2022, CDSS submitted the CalWORKs HVP Evaluation report to the Legislature. As required by statute (WIC Section 11330.8(d)(1)), CDSS contracted with the University of California, San Francisco, Department of Family and Community Medicine, Family Health Outcomes Project to identify existing, and establish additional outcome measurements for the CalWORKs HVP. The evaluation report describes program implementation, outlines measures specific to CalWORKs objectives, and highlights outcomes for parents and children served by CalWORKs HVP. [Read the CalWORKs HVP Evaluation report here](#).

Social Finance, Performance Based Contracting

Time Period: FYs 2019-20 through 2022-23

Total Allocation: \$766,783

Social Finance is a national nonprofit organization, that partnered with CDSS to provide training and technical assistance related to performance-based contracting, active performance management, and ongoing data-driven contract management. The Social Finance team has

delivered a pilot series of training to a handful of counties as well as training sessions for CDSS staff. Correspondingly, Social Finance created a broader set of training and toolkits to offer to additional county and state-level staff.

Current Status: Social Finance will support CDSS in the design and delivery of a series of stakeholder listening sessions to solicit feedback on the request for proposal process, raise awareness of the opportunity, and encourage networking. In addition to the listening sessions, Social Finance will help create a plan to solicit input and feedback from current participants in guaranteed income programs and individuals with lived experience from the population groups of interest.

Survey Monkey

Time Period: FYs 2018-19 through 2025-26

Total Allocation: \$86,800

Survey Monkey is an online software survey tool that is used to capture customer experiences. This software tool is used in the implementation of Cal-OAR. A premium subscription is necessary for the implementation of the Cal-OAR CSS. CWDs will be using the CSS to obtain feedback from clients on the application process, WTW orientation process, and semi-annual reporting process. The results will inform the CalWORKs County Self Assessments and System Improvement Plans.

Cell-ED Skills4Life Contract

Time Period: FYs 2019-20 through FY 2021-22

Total Allocation: \$979,770

Cell-Ed Skills4Life is a Remote Learning Solution initiated through a partnership between CDSS and Cell-Ed, a global social enterprise. Through the Skills4Life program, CalWORKs WTW clients are able to participate in distance learning activities through the Cell-Ed application. The application may be accessed through any mobile device, ranging from a desktop computer to a basic mobile phone with texting capabilities. Cell-Ed offers a wide range of courses that participants may access through devices, which include English on the Go, Math, Reading and Writing, and Work Ready Skills.

Current Status: CDSS and Cell-Ed finalized an amendment to the Cell-Ed Skills4Life contract. Through this amendment, the current contract term will be extended through September 30th, 2023. Cell-Ed Skills4Life is now offering more courses to clients including the Advanced SkillBuilder series, Citizenship, and Spanish-to-English bridging. Through Cell-Ed, CDSS has also initiated the Laptops4Life program to provide mobile devices to CalWORKs clients via CalWORKs HVP

Too Small to Fail, Pilot Office Environment

Time Period: FYs 2020-21 through 2024-25

Total Allocation: \$557,000

This funding is to be used to evaluate the Too Small to Fail (TSTF) pilot project. This project is a public/private partnership with CDSS and the Clinton Foundation. Its mission is to provide families with early language and learning opportunities. Through this pilot program, select CWD offices have TSTF Read, Play & Learn “transformed spaces” installed, where families will be able to interact with learning materials in English and Spanish for their earliest readers to take home and enjoy. The evaluation process will examine pre and post transformation effects on family’s engagement with the materials and their characterization of the lobbies. Today, almost 60 percent of children in the U.S. start kindergarten lagging their peers in critical language and reading skills. Disparities in income have been shown to create significant downstream cognitive effects.

CDSS and TSTF have begun this pilot study to determine the effects of transforming CWD waiting rooms into welcoming, family-friendly, and language-rich environments for the whole family. The Pilot study intends to build on TSTF’s interventions in “everyday spaces” and to evaluate how transforming spaces empower parents/caregivers to support young children’s early brain and language development.

Expenditures will be used to purchase TSTF materials for pilot County partners, including:

- Eight “transformed spaces” at \$5,000 each totaling \$40,000
- Each pilot county location will receive one “transformed space” and 5,000 high-quality tote bags containing TSTF learning materials will also be distributed (provided to parents/caretakers families) at \$25 each totaling \$125,000

California Employment Development Department Applied Data Analytics Platform Training Partnership

Time Period: FYs 2020-21 through 2024-25

Total Allocation: \$20,281

The Applied Data Analytics Platform Training partnership (ADAPT) trains staff from CDSS, and other partner departments including EDD to increase data analytic capacity including how to link data systems to solve key policy questions.

ADAPT introduces and provides training for staff to get hands-on experience with administrative data in order to link data across employment, education, and social services to answer questions regarding service utilization, gaps in services provision, key outcomes for individuals and communities, and areas for improvement in services, and to develop a shared understanding of data best practices and basic approaches to researching complex issues.

The expenditure amounts detailed in the TANF Research and Evaluation budget are for the cost of data from EDD. EDD wage and employment data are vital to the core mission of ADAPT and the project would not be effective without these data.

CalWORKs Statewide Promotional Campaign

Time Period: FYs 2021-22 through 2022-23

Total Allocation: \$1,700,000

SB 128, 2021 budget bill, authorized CDSS to conduct direct outreach to program participants. As part of that effort, CDSS is partnering with and identifying and addressing barriers to applying for and remaining on CalWORKs cash assistance, including psychological barriers, such as stigma. The campaign will include a robust discovery phase, inclusive of past, current, and potentially eligible client focus groups and stakeholder learning sessions, which will inform a new CalWORKs brand identity, before launching a series of radio, television, and social media advertisements, planned for release in Fall 2023, to encourage eligible Californians to apply for CalWORKs cash aid.

Mathematica Technical Assistance

Time Period: FYs 2021-22 through 2025-26

Total Allocation: \$2,398,372

CDSS awarded Mathematica, Inc. a contract on a competitive basis to provide technical support and training to CDSS and CWDs for the implementation of Cal-OAR.

Chapin Hall Data Collaborative, C-IV Legacy Data

Time Period: FYs 2021-22 through 2024-25

Total Allocation: \$160,000

This supports an ongoing partnership with researchers at Chapin Hall at the University of Chicago. Researchers at Chapin Hall are providing technical assistance on data analytics and research design for CDSS. This effort is specifically focused on the C-IV Legacy Data. CDSS became the custodian of C-IV data when the C-IV database became obsolete as a result of the SAWS single-system migration. This database provides a robust administrative data set that could provide many insights into program efficacy. The partnership with Chapin Hall will support CDSS researchers in this effort.

Racial Equity & Implicit Bias, Unconscious Bias Project

Time Period: FYs 2021-22 through 2022-23

Total Allocation: \$9,950

The UBP has joined the REIB Statewide Initiative to support curriculum design and evaluation. In March 2023 they co-facilitated a two day, in-person curriculum design event with our training design vendors. UBP also acts as project lead, in partnership with CDSS, Anavo Solutions, and Social Policy Research Associates, over evaluation of the initiative design, implementation and impact. In May 2023, UBP will lead a change management training series for all project leads supporting the REIB Statewide Initiative.

Chapter 11 – Homeless Assistance and Housing Support

Homelessness is a pervasive, multifaceted problem that is a barrier to self-sufficiency. It affects the health and economic opportunities of families throughout the nation. Research shows that 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. In recognition that housing is a critical component of self-sufficiency, the State created the CalWORKs HSP in 2014. HSP assists families to stabilize as they move into permanent housing and work toward self-sufficiency while also improving overall child well-being. CalWORKs also offers the HA Program, which provides limited temporary and permanent housing assistance to eligible CalWORKs recipients or apparently eligible CalWORKs applicants who are homeless or at risk of homelessness. Chapter Eleven describes these programs in brief.

Impacts of COVID-19: During FY 2020-21, both HA and HSP saw a temporary decrease in overall numbers, which could be due to many factors, including temporary, emergency COVID-19 related housing and homelessness resources initiated during or around FY 2020-21 (e.g., Emergency Rental Assistance, or the eviction moratorium reducing overall need for immediate housing services and contributing to a lack of housing inventory). Additionally, the pandemic created a temporary decrease in CalWORKs cases due to broadly available resources or the closure of local CWD offices, which limited in-person access to services and resources. CDSS continues to monitor need and program engagement and has seen an increase in enrollment during FY 21-22, suggesting that the need for these programs may be returning to pre-pandemic levels.

Note: CDSS also funds and oversees the operation of several other programs related to homeless assistance and housing that are outside of the CalWORKs program, and thus not included in this report. Those additional programs include the Housing and Disability Advocacy Program (HDAP), Home Safe, Bringing Families Home, Project Roomkey and Rehousing Strategy, and Community Care Expansion.

Key Terms in This Chapter

Permanent Housing Assistance (Permanent HA) – Permanent HA can pay for the last month's rent and security deposits or up to two months of rent arrearages not to exceed 80 percent of Total Monthly Household Income for eligible families in receipt of CalWORKs within a 12-month period.

Temporary Shelter Assistance (Temporary HA) – Temporary shelter assistance can pay up to 16 calendar days of temporary shelter within a 12-month period, including hotels, motels,

shelters, or shared placements with a valid lease, sublease, or shared housing agreement for eligible CalWORKs recipients or families apparently eligible for CalWORKs.

Tables and Figures in This Chapter

[Table 11A. Application Approvals and Shelter Expenditures: FY 2021-2022](#)..... 146

[Table 11B. Requests/Referrals, Approvals and Families Housed FY 2014-15 through FY 2021-22](#) 148

[Table 11C. HSP Allocation and Caseload FY 2021-22](#) 149

CalWORKs Homeless Assistance Program

The CalWORKs HA Program was established to help families meet the costs of securing or maintaining permanent housing or obtaining emergency shelter when experiencing homelessness. HA includes temporary HA, which helps CalWORKs recipients and families who are apparently eligible for CalWORKs pay the costs of temporary shelter, and permanent HA, which helps CalWORKs recipients secure permanent housing or prevent eviction. Eligible families may receive either temporary or permanent HA, or both. Since January 1, 2017, HA is available once every 12 months, with exceptions; previously, HA was a once-in-a-lifetime benefit.

SB 1065 (Chapter 152, Statutes of 2020) made several statutory changes to expand and streamline the eligibility and administration of HA benefits. The changes included several distinct policy updates to HA eligibility and issuance criteria, including, but not limited to, the removal of the \$100 liquid resources limit for families applying for HA. The changes to the HA Program made pursuant to SB 1065 were operational, effective September 1, 2022, the date in which the change was programmed into the SAWS.

Additional program updates were passed under the provisions of SB 1083 (Chapter 715, Statutes of 2022), which impact HA eligibility and related processes for providing HA benefits to families in need. Effective October 1, 2023, CWDs requiring families to participate in a homelessness avoidance case plan must provide the families with a housing navigation case worker. Other changes to the HA program enacted by SB 1083 include modification in the required notices for HA eligibility, the definition of roommate as it relates to domestic violence, and medical verification requirements for pregnant person only families. These changes will become effective July 1, 2024, or when the Department notifies the legislature that SAWS can perform the necessary automation, whichever date is later.

Temporary Shelter Assistance

Temporary HA provides a payment of \$85 per day for a family of four or fewer, and an additional \$15 for each additional family member, not to exceed \$145 per day. Temporary HA is provided for up to 16 days, while the family is actively searching for permanent housing. Prior to 2020, HA rules mandated that the 16 days must be used consecutively, and the temporary shelter benefit was considered exhausted following the 16-day period, even if the family did not receive all 16 days. In order to allow for greater flexibility, this consecutive day rule was repealed by SB 80 and became effective October 1, 2020, the date in which the change was programmed into the SAWS. Families that are receiving CalWORKs or are apparently eligible for CalWORKs and are eligible for temporary HA benefits will no longer need to use their 16 days of temporary HA benefits consecutively. Temporary HA benefits are not considered exhausted until all 16 days have been issued, the family resolves their homelessness, or 12 months have passed. The 12-month period of eligibility begins on the date that the first payment of temporary or permanent HA is made.

Permanent Housing Assistance

Permanent HA helps families secure housing by providing security deposit costs, including last month's rent, or helps families maintain permanent housing and prevent eviction by providing up to two months of rent arrearages. The monthly rent cannot exceed 80 percent of the total monthly household income. Effective January 1, 2020, families are no longer required to rent

from a person in the business of renting with a history of renting and may rent from any person or establishment with whom they have a valid lease, sublease, or shared housing agreement.

Exceptions

If the family meets the criteria for an exception, a family may receive a second temporary and/or permanent HA payment within a 12-month period. Exceptions include cases of domestic violence, an uninhabitable former residence caused by sudden or unusual circumstances, or a medically verified physical or mental illness (excluding substance abuse).

Families that become homeless due to a state or federally declared disaster are eligible for an additional 16 days of temporary HA with no 12-month limit. Eligible families can receive an additional 16 days of temporary HA once per state or federally declared disaster.

CalWORKs applicants, if determined apparently eligible for CalWORKs and disregarding any income or assets attributable to the alleged abuser, who provide a sworn statement of past or present domestic abuse and who are fleeing their abuser are deemed to be experiencing homelessness. Those applicants meeting this threshold are eligible for up to 32 days of Expanded Temporary HA for Victims of Domestic Abuse. Expanded HA for Victims of Domestic Abuse is a once-in-a-lifetime benefit but may be combined with any other temporary or permanent HA benefits the family may be eligible to receive once every 12 months under another exception. Receipt of Expanded HA for Victims of Domestic Abuse does not count against the once every 12 months HA exception, including exceptions based on domestic abuse.

**Table 11A. Application Approvals and Shelter Expenditures:
FY 2021-2022**

Type of Homeless Assistance	Number of Families Approved	FY 21-22 Net Expenditures
Temporary	44,550	\$53,975,297
Permanent	2,705	\$4,960,091
TOTAL	47,255	\$58,935,388

Data Source: [Department of Social Services CA 237 HA - CalWORKs Homeless Assistance Program Monthly Statistical Report](#)

Note: Net shelter expenditures reflect direct financial assistance and do not include case management or administrative costs.

CalWORKs Housing Support Program

Program Overview

- In 2014, SB 855 (Chapter 29, Statutes of 2014) created the CalWORKs HSP to assist families receiving CalWORKs who are experiencing homelessness secure permanent housing and reach self-sufficiency;
- HSP assists eligible families in quickly obtaining or maintaining permanent housing and provides financial assistance wrap-around supportive services to families to foster housing retention and stability;

- Participation in WTW is not a condition of eligibility for CalWORKs HSP;
- In FY 2014-15, \$20 million was allocated for the program; funding has gradually increased since program inception and in FY 2021-22, \$95.0 million in ongoing funds and \$190.0 million in one-time funds were allocated for a total of \$285.0 million;
- In 2021, AB 135 (Chapter 85, Statutes of 2021) expanded program eligibility to families at risk of homelessness, including families that have not yet received an eviction notice and for whom housing instability would be a barrier to self-sufficiency or child well-being, including families who have no subsequent permanent residence secured and who lack resources or support networks needed to stabilize their unique housing situation and secure subsequent permanent housing.
- The Budget Act of 2021 allocated a total of \$285.0 million in federal TANF funds and GF. The \$285.0 million appropriation for HSP includes the annual, ongoing appropriation of \$95.0 million available for expenditure through June 30, 2023, as well as a one-time appropriation of \$190.0 million available for expenditure through June 30, 2024.
- The Budget Act of 2022 allocated a total of \$285.0 million in federal TANF funds and GF. The \$285.0 million appropriation for HSP includes the annual, ongoing appropriation of \$95.0 million available for expenditure through June 30, 2024, as well as a one-time appropriation of \$190.0 million available for expenditure through June 30, 2025.

Implementation

- In FY 2014-15, 20 counties participated in HSP; the number of participating counties has gradually increased since program inception, with 55 counties participating in FY 2021-22.
- Counties are required to use evidence-based housing interventions, including Rapid Re-Housing and/or Homeless Prevention to assist families in quickly obtaining or maintaining permanent housing by offering financial assistance and wrap-around supportive services to foster housing retention.
- Consistent with homeless assistance best practice, programs are advised to evaluate funding and program capacity to prioritize serving people with the highest needs and vulnerabilities.
- As of July 2019, counties are required to follow a Housing First model, in which people experiencing homelessness are connected to permanent housing swiftly and without preconditions or other barriers to entry.
- CDSS requires programs to collaborate with local homelessness Continuums of Care to meet the needs of the local community.

Assistance and Services Provided to Clients

- Counties are given the flexibility to design their own program, based on the needs of their community; however, all programs must utilize evidence-based practices including

homeless prevention assistance and Rapid Re-Housing best practices and comply with the Housing First core components.

- Housing support is provided through a progressive engagement model and will vary based on continued assessment of each family's needs.
- In following core components of a Rapid Re-Housing program, HSP offers a suite of housing navigation, case management, and financial assistance services, including but not limited to:

Financial Assistance

- Rental assistance
- Security deposits
- Utility payments
- Moving costs
- Motel and hotel vouchers

Housing Identification Stabilization and Relocation

- Landlord recruitment, retention, and mediation
- Case management
- Housing navigation, outreach, and placement
- Legal services
- Credit repair

Table 11B shows the numbers of requests/referrals received, families approved for HSP, and the number of families that obtained permanent housing for fiscal years FY 2014-15 through FY 2021-22. In FY 2021-22, over 14,000 requests were received for HSP. There are several reasons why more families are approved than housed in any given year, including insufficient housing stock, low inventory of affordable housing, families being connected with housing through another program, families resolving on their own, lost contact with families, and difficulties related to COVID-19.

**Table 11B. Requests/Referrals, Approvals and Families Housed
FY 2014-15 through FY 2021-22**

Year	Requests/Referrals Received	Families Approved	Families Housed
FY 2014-15	9,386	5,545	2,031
FY 2015-16	10,490	6,543	2,649
FY 2016-17	14,229	8,630	3,750
FY 2017-18	13,449	8,635	3,724
FY 2018-19	16,693	9,719	4,814
FY 2019-20	15,606	9,334	5,927
FY 2020-21	10,147	6,313	3,566
FY 2021-22	14,959	8,221	3,851
Total	104,959	62,940	30,312

Data Source: HSP 14

Note: These numbers may have been updated from previous years due to data revisions.

Table 11C shows the HSP allocation and number of families that obtained permanent housing in all HSP counties in fiscal year FY 2021-22. Inyo County was new to HSP in fiscal year 2021-22, and therefore started later than the other counties. It should be noted that Glenn and Trinity Counties have partnered together to provide HSP to their respective communities. The HSP allocation is comprised of a \$285.0 million appropriation for HSP including the annual, ongoing appropriation of \$95.0 million available for expenditures through June 30, 2023, as well as a one-time appropriation of \$190.0 million available for expenditure through June 30, 2024. Approximately \$14.3 million will be utilized by CDSS to implement and administer the program, ensuring participating counties are provided technical assistance and support.

Table 11C. HSP Allocation and Caseload FY 2021-22

County	HSP Allocation	Families Housed ¹
Statewide	\$270,750,000	3,851
Alameda	\$9,129,463	18
Amador	\$389,488	48
Butte	\$4,169,292	152
Calaveras	\$450,740	*
Colusa	\$351,250	*
Contra Costa	\$3,858,000	43
Del Norte	\$505,039	25
El Dorado	\$1,778,292	32
Fresno	\$7,063,567	44
Glenn and Trinity	\$1,578,044	40
Humboldt	\$2,217,192	23
Imperial	\$2,907,899	92
Inyo	\$250,000	*
Kern	\$5,538,587	86
Kings	\$1,640,244	72
Lake	\$774,816	18
Lassen	\$461,978	21
Los Angeles	\$71,125,375	186
Madera	\$1,421,689	35
Marin	\$1,644,182	58
Mariposa	\$387,049	*
Mendocino	\$1,112,068	55
Merced	\$4,894,580	145
Modoc	\$325,000	*
Monterey	\$3,494,058	52
Napa	\$646,168	21
Nevada	\$990,610	20
Orange	\$10,002,993	93

Table 11C. HSP Allocation and Caseload FY 2021-22 (Continued)

County	HSP Allocation	Families Housed ¹
Placer	\$1,599,627	41
Plumas	\$372,962	21
Riverside	\$10,630,464	335
Sacramento	\$11,871,341	134
San Benito	\$508,033	21
San Bernardino	\$14,593,602	268
San Diego	\$14,436,574	448
San Francisco	\$11,456,471	148
San Joaquin	\$4,822,689	52
San Luis Obispo	\$4,441,212	62
San Mateo	\$3,975,002	24
Santa Barbara	\$2,824,174	36
Santa Clara	\$13,607,633	140
Santa Cruz	\$4,425,935	28
Shasta	\$2,464,300	35
Siskiyou	\$960,077	16
Solano	\$6,640,904	165
Sonoma	\$3,678,383	42
Stanislaus	\$4,537,978	45
Sutter	\$2,048,000	76
Tehama	\$538,844	14
Tulare	\$3,279,488	65
Tuolumne	\$602,337	16
Ventura	\$2,000,000	97
Yolo	\$3,329,991	59
Yuba	\$1,996,316	69

Data Sources: HSP 14 and [County Fiscal Letter No. 21/22-90](#)

Notes:

¹Does not include families that are continuing to receive housing supports from previous fiscal year.

Cells that could identify an individual with a value of less than 11 have been replaced with a “*” to comply with the [CDSS Data De-identification Guidelines](#).

Appendix A: Glossary of Terms and Acronyms

60-Month Time Clock, CalWORKs: Effective May 1, 2022, CalWORKs adults are eligible to receive cash aid for a lifetime maximum of 60 countable months. The CalWORKs time limit was 48 months from July 2011 through April 2022. This 60-month time limit applies to aid received under CalWORKs, Tribal TANF, and other state programs funded by the federal TANF Program since January 1, 1998. The time limit may be extended beyond 60 months if the adult qualifies for a clock-stopping exemption while on aid or a time limit exception. The 60-month time limit does not apply to children or non-minor dependents.

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 and Families): The ACF is the federal agency that oversees TANF programs. The ACF is a division of the U.S. Department of Health and 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 the Personal Responsibility and Work Opportunities Reconciliation Act (PWORA) 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 WTW 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 WPR requirement, relief provisions, and funding for subsidized employment for state TANF programs.

AU (Assistance Unit): An AU is a group of persons living in the same home who have been determined 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 that include treatment for mental health, substance abuse, and domestic violence.

CalFresh: CalFresh is California's version of the federal 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.

Cal-OAR (California Outcomes and Accountability Review): Cal-OAR is a local, data-driven program management system that facilitates continuous improvement of county CalWORKs programs by collecting, analyzing, and disseminating outcomes and best practices. As required by WIC Section 11523, Cal-OAR consists of three core components: performance indicators, a county CalWORKs self-assessment (Cal-CSA), and a Cal-SIP. (See Chapter 6 for additional information on the Cal-OAR program.)

CalWORKs (California Work Opportunity and Responsibility to Kids): CalWORKs, the state WTW program that provides income support and access to health coverage on a temporary basis. CalWORKs was formerly AFDC.

CCP (Corrective Compliance Plan): A CCP is one of the approaches provided to 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.

Child Care: Access to quality child care is essential to the success of CalWORKs. Individuals enrolled in the WTW program are eligible to receive child care services. The CalWORKs Child Care Program is administered in three stages: Stage One is administered by the CWDs; Stages Two and Three are administered by CDSS through APPs.

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).

Community Care Expansion: Program to support seniors and adults with disabilities by funding competitive grants to help with the acquisition, construction, and rehabilitation of adult and senior care facilities.

COVID-19: Coronavirus disease of 2019 is a worldwide influenza pandemic. As a result of the pandemic, some programs changed requirements to accommodate restrictions by state and local health officials on face-to-face interactions.

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).

Earned Income Disregard (EID): The EID is a work incentive that allows the County Welfare Department to disregard a certain amount of earned income when determining a CalWORKs cash grant.

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 they are required to participate in WTW.

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: [Department of Social Services County Expanded Subsidized Employment Plans.](#))

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

Family Engagement and Empowerment Division (FEED): A July 2017 reorganization renamed the WTW Division to the Family Engagement and Empowerment Division.

Fleeing Felon: A CalWORKs assistance unit where children in an AU are aided because parent(s) are fleeing to avoid prosecution.

FS (Family Stabilization): The FS program provides intensive case management and services that may be in addition to those provided by the county's WTW program to clients who are experiencing an identified situation or crisis. The program assists clients' transition to WTW24 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, the period starting on July 1 of one year and ending on June 30 of the next year.

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. The 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 WTW 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 WTW activities.

Great Recession: Common name for the economic downturn beginning in 2007-08 and continuing into 2009-10; 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 (HH): A household includes all persons in the same dwelling regardless of their relationship to members of the AU or their eligibility for CalWORKs aid.

HDAP (Housing and Disability Advocacy Program): Program that provides housing assistance and wrap-around services to persons experiencing homelessness who are likely eligible for disability benefits.

HSP (Housing Support Program): Assists CalWORKs families experiencing homelessness 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.

National School Lunch Program: Federal program to provide free or reduced-priced meals to eligible school age children.

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

Non-Compliant (States): States that fail to meet the federal WPRs are subject to a penalty of up to five percent of the State's block grant. The penalty increases by two percentage points each consecutive year of non-compliance, up to a maximum of 21 percent of the block grant. Depending on the degree of non-compliance — for example, how close the State came to meeting the participation requirement — the U.S. Department of Health and Human Services (HHS) may reduce or waive the penalty. As an additional incentive to meet the federal requirements, states that comply are subject to a lower 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 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 SNAP benefits and housing subsidies.

Permanent Homeless Assistance: This provides payments for eligible families in receipt of CalWORKs to secure or maintain housing, including a security deposit and last month's rent, or up to two months of rent arrearages within a 12-month period.

Project Roomkey and Rehousing Strategy: COVID-19 funding used to temporarily house persons experiencing homelessness.

PRWORA (Personal Responsibility and Work Opportunity Reconciliation Act of 1996): In this law, 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 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 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.

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 HHS to calculate the State's federal WPRs.

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 60-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.

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 SNAP benefits) 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 eligible families in receipt of CalWORKs or families apparently eligible for CalWORKs for temporary shelter for up to 16 consecutive calendar days within a 12-month period.

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 people with disabilities. Funds are allocated to the states based on population.

Transportation Services: Transportation services for WTW 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 (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. The 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 60-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.

Women, Infants and Children (WIC): A program for low-income women with children age 5 and younger who receive supplementary food and information on healthy nutrition.

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 (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 WTW 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 [Office of Family Assistance Data and Reports](#)

The ACF is a division of the U.S. Department of Health and Human Services (HHS) and provides a variety of data reports including TANF caseload data, expenditure data, and WPR data.

CA 237 CW – CalWORKs Cash Grant Caseload Movement Report [Department of Social Services 237 CW - CalWORKs Cash Grant Caseload Movement Report](#)

The monthly CA 237 CW report contains statistical information on CalWORKs caseload movement for Two-Parent Families, Zero Parent Families, All Other 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 exited, and cases transferred from other counties during the month.

CA 255 CW – Report on Reasons for Denials and Other Non-Approval of Applications [Department of Social Services 255 CW - Report on Reasons for Denials and Other Non-Approval of Applications](#)

This monthly report includes data on the number of CalWORKs cases denied and the reasons for denial for Two Parent Families, Zero Parent Families, All Other Families, TANF Timed-Out, Safety Net, Fleeing Felon and Long-Term Sanction cases during the month. This report also includes the number of applications canceled or withdrawn, and the number of non-approvals because the client could not be located or had moved.

California Department of Education 801A Archived Data [California Department of Education CDD-801A, Monthly Population Information](#)

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.

CW 115/115A – Child Care Monthly Reports CalWORKs Families [CW 115 - Child Care Monthly Report - CalWORKs Families](#) - CW 115 [CW 115A - Child Care Monthly Report - Two-Parent Families](#) - 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.

FSP 14 – Family Stabilization Program Quarterly Report

[FSP 14 - CalWORKs Family Stabilization Program Quarterly Report](#)

These reports contain information about the CalWORKs FS Program during the report quarter. The data includes CalWORKs cases that are receiving FS services, cases denied FS services and cases that are unable to receive FS services. The data also includes the number and type of FS services received at a case and individual level.

HSP 14 – CalWORKs Housing Support Program (HSP) Monthly Status Report

This report contains monthly information about the CalWORKs HSP and provides information about CalWORKs families that have requested or been referred to HSP services, have been approved, denied, or discontinued, the reasons for denials and discontinuances, family residence status entering and exiting the program, and the number and type of HSP services and amount of HSP financial assistance issued to the family.

CDSS Local Assistance Estimates

[CDSS Local Assistance Estimates](#)

Provides details on CDSS local assistance programs for the Governor's Budget.

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 TANF disaggregated data which is used by the HHS to calculate the State's federal WPRs. 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 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.

Prior to 2021 the SAWS project was 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). Beginning in 2021 the SAWS project began a transition to a single system that goes by the name CalSAWS. As of January 2022, the Los Angeles County Consortium and the C-IV Consortium have migrated to CalSAWS. CalWIN Consortium will join the single system in a staggered manner beginning in October of 2022.

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

U.S. Census Bureau

[U.S. Census Bureau](#)

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)

[Welfare Data Tracking Implementation Project](#)

WDTIP is a statewide welfare time on aid tracking system that interfaces with existing county consortia 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 and, CalWORKs 60-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 WTW Monthly Activity Reports

[WTW 25 - CalWORKs Welfare-To-Work Monthly Activity Report - All \(Other\) Families](#)

[WTW 25A - CalWORKs Welfare-To-Work Monthly Activity Report - Two-Parent Families](#)

These reports summarize data on work-eligible adults in the CalWORKs program — WTW 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 WTW 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.