

# CALIFORNIA LEGISLATURE

## SENATE COMMITTEE ON HEALTH AND HUMAN SERVICES

**MARTHA M. ESCUTIA**

CHAIR

INTERIM HEARING ON

**"STATUS OF CalWORKs:  
STATEWIDE AND IN LOS ANGELES COUNTY"**



Wednesday, December 8, 1999

9:00 am – noon

Montebello City Hall, Council Chambers  
1600 West Beverly Blvd., Montebello

MEMBERS  
RAY HAYNES, VICE-CHAIR  
LIZ FIGUEROA  
TERESA HUGHES  
BILL MORROW  
RICHARD MOUNTJOY  
RICHARD POLANCO  
HILDA SOLIS  
JOHN VASCONCELLOS

# California Legislature

COMMITTEE ADDRESS  
STATE CAPITOL  
ROOM 2191  
SACRAMENTO, CA 95814

STAFF DIRECTORS:  
JOHN MILLER  
SARA MCCARTHY

AMOFIA (MOE) KATSIMBRAS  
COMMITTEE ASSISTANT

## SENATE COMMITTEE ON HEALTH AND HUMAN SERVICES

MARTHA M. ESCUTIA  
CHAIR

### AGENDA

#### SENATE HEALTH AND HUMAN SERVICES COMMITTEE Interim Hearing on "Status of CalWORKs: Statewide and in Los Angeles County"

Wednesday, December 8, 1999  
9:00 a.m. – Noon  
Montebello City Hall, Council Chambers  
1600 West Beverly Blvd., Montebello

- I. **Opening Remarks**  
*Senator Martha Escutia*
  
- II. **First Panel – Status of CalWORKs Statewide**
  - *CalWORKs funding and expenditures, potential program costs*  
Todd Bland, Principal Fiscal and Policy Analyst, Legislative Analyst's Office
  - *Status of implementation statewide, caseload trends, services provided, sanctions*  
Rita Saenz, Director, California Department of Social Services
  - *Pace of implementation of CalWORKs, workload issues in selected counties*  
Jacob Klerman, Senior Economist, RAND Corporation
  - *Earnings of recipients obtaining jobs, earnings necessary for self-sufficiency*  
Kate Breslin, Project Director, California Budget Project
  
- III. **Second Panel – Overview of Los Angeles County CalWORKs program**
  - *Status of implementation in L.A. County, caseload trends, services, sanctions*  
Stephen Golightly, Deputy Director, L.A. Department of Public Social Services
  - *Advocates' concerns regarding pace of implementation, services provided, sanctions*  
Sam Mistrano, Executive Director, Human Services Network
  
- IV. **Third Panel – Status of Selected Specialized Services -- Mental Health and Literacy**
  - *Literacy services needed by learning disabled recipients*  
Joan Exposito, Founder and Program Director, Dyslexia Awareness and Resource Center
  - *Report on English language training needs of immigrant parents on CalWORKs*  
Doris Ng, Staff Attorney, Equal Rights Advocates
  - *CalWORKs Project Group study on mental health, domestic violence and alcohol and other drug barriers to employment*  
Sandra Naylor Goodwin, Ph.D., Executive Director, California Institute for Mental Health
  - *Status of expenditures, mental health services provided and recommendations*  
Dennis Murata, MSS, District Chief - CalWORKs, L.A. County Department of Mental Health





# ***Press Release***

## **Senator Martha M. Escutia**

### **30th Senate District**

Representing: Bell, Bell Gardens, Commerce, Cudahy, East L.A., Florence/Miramonte, Huntington Park, Maywood, Los Nietos, Montebello, Norwalk, Pico Rivera, Santa Fe Springs, South El Monte, South Gate, Vernon, Walnut Park, Whittier

State Capitol, Room 5064 • Sacramento, CA 95814-4906 • (916) 327-8315 • fax (916) 327-8755  
District: 400 N. Montebello Blvd., Suite 101 • Montebello, CA 90640 • (323) 724-6175 • fax (323) 724-6566

**FOR IMMEDIATE RELEASE**  
**December 6, 1999**

**Contact: Sara McCarthy**  
**916-445-5965**

"We are two years into the five-year time limit for hundreds of thousands of CalWORKs cases. How is the program doing--is California going to meet its goal?" asks Senator Escutia, Chair of the California Senate Health and Human Services Committee. The Committee is holding a hearing on Wednesday, December 8, 1999 to examine the status of the program, its success thus far and its failures.

"We don't want to be surprised--we want to know whether or not the program is working well before several hundred thousand families reach the five-year limit," she stated. "Are parents getting jobs that will support their families over the long term? Are parents with mental health or other service needs being served--or are they being sanctioned?" Over \$650 million went unspent in FY 1998-99--these funds were rolled over to be spent in FY 1999-2000. "When is the program going to get into full gear? Why have millions of dollars intended for services to parents gone unspent? Are these funds truly not needed--or has the county, and the state as a whole, been delinquent in providing child care, transportation, mental health care, help with domestic violence and literacy skills?"

Senator Escutia warned, "Counties may have relied too long on the good economy--and sanctioning--to reach employment and caseload reduction goals. I'm alarmed we now may find the majority of families still on the caseload need intensive and long term services--services that have not been set up and are not functioning smoothly. These clients do not have time to waste while the counties ignore their needs." Of the \$45 million allocated for mental health services in FY 1998-99, counties spent only approximately 17%. "It appears that L.A. County, in particular, has not been serving mentally ill CalWORKs clients," said Senator Escutia.

***"Status of CalWORKs: Statewide and in Los Angeles County"***

**Wednesday, December 8, 1999**

**9:00 a.m. - Noon**

**Montebello City Hall, Council Chambers**  
**1600 West Beverly Blvd., Montebello**

**STATEMENT  
SENATOR MARTHA ESCUTIA**

**Interim Hearing on  
"Status of CalWORKS: Statewide and in Los Angeles County"  
Wednesday December 8, 1999**

**WELCOME TO THE INTERIM HEARING OF THE SENATE HEALTH AND  
HUMAN SERVICES COMMITTEE. IN THIS HEARING WE WILL BE  
REVIEWING THE STATUS OF THE CALWORKS PROGRAM, STATEWIDE  
AND IN LOS ANGELES COUNTY.**

**WE ARE JOINED HERE TODAY BY REPRESENTATIVES OF SENATOR  
VASCONCELLOS AND ASSEMBLYWOMAN ARONER, AMONG OTHERS.**

**OVERVIEW -- STATEWIDE**

**FIRST, WE'LL HEAR TESTIMONY ON THE STATUS OF  
THE PROGRAM ACROSS ALL COUNTIES, AS WE REACH THE TWO-YEAR  
MARK. WE NEED TO KNOW:**

- O IS THE FUNDING THE STATE HAS PROVIDED TO COUNTIES  
BEING UTILIZED -- OR ARE THERE SURPLUS FUNDS?**
- O WHAT SERVICES ARE BEING PROVIDED WITH THE FUNDS?**
- O ARE THOSE PARENTS WHO ARE GETTING JOBS EARNING  
ENOUGH TO SUPPORT THEIR FAMILIES?**

## **LOS ANGELES COUNTY OVERVIEW**

**WE WILL ALSO BE ASKING SIMILAR QUESTIONS ABOUT L.A. COUNTY.**

**O WHAT IS THE PLAN TO SPEND THE COUNTY'S CALWORKS DOLLARS?**

**O ADVOCATES ASSERT THAT FEW CALWORKS RECIPIENTS ARE RECEIVING SERVICES, WHILE LARGE NUMBERS ARE BEING SANCTIONED. IS THIS THE CASE AND, IF SO, WHAT SHOULD BE DONE TO REVERSE THIS TREND?**

## **SPECIFIC SERVICES -- LITERACY AND MENTAL HEALTH**

**WE'LL ALSO EXAMINE TWO MAJOR BARRIERS TO EMPLOYMENT THAT COUNTIES HAVE BEEN GIVEN CALWORKS FUNDING ADDRESS: LOW LITERACY SKILLS AND MENTAL HEALTH.**

**EACH OF THESE BARRIERS TAKES TIME TO OVERCOME -- PERHAPS MORE THAN A YEAR. FOR EXAMPLE, A MOTHER WHO IS A DOMESTIC VIOLENCE VICTIM MAY ALSO SUFFER AN UNDERLYING MENTAL HEALTH PROBLEM, SUCH AS CHRONIC DEPRESSION. EVEN AFTER A DIAGNOSIS, SHE MAY NEED ONGOING COUNSELING AND MAY NEED TO TRY DIFFERENT TREATMENT PROTOCOLS BEFORE SHE IS STABLE -- AND ABLE TO BE PRODUCTIVE ON THE JOB.**

**CALWORKS RECIPIENTS ARE UNDER TIME LINES. BECAUSE  
DEVELOPMENT OF LITERACY SKILLS AND MENTAL HEALTH  
STABILITY TAKES TIME -- COUNTIES MUST MAKE THESE SERVICES  
AVAILABLE NOW SO PARENTS CAN MEET THEIR EMPLOYMENT GOALS  
-- AND THE STATE'S GOALS.**

**THESE ISSUES AND QUESTIONS ARE OUR OBJECTIVES TODAY.**

**TIMING/WRITTEN TESTIMONY**

**OUR TIME TODAY IS LIMITED, SO I INTEND TO KEEP THE TESTIMONY  
OF WITNESSES TO APPROXIMATELY 10 MINUTES EACH, IN ORDER TO  
LEAVE TIME TO DISCUSS ISSUES.**

**PLEASE NOTE THAT WE HAVE ASKED THE WITNESSES TO SUBMIT  
THEIR TESTIMONY IN WRITING AND WE WILL BE COMPILING THE  
WRITTEN TESTIMONY AFTER THE HEARING TODAY.**

**NOW, LET'S GET STARTED WITH THE FIRST PANEL.**



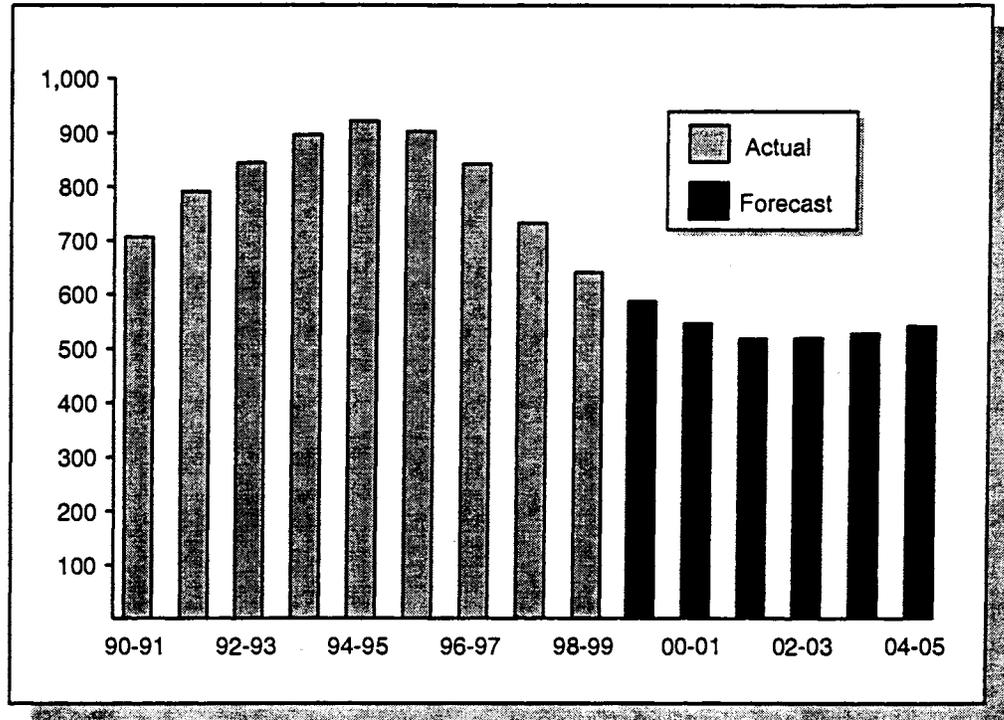
---

# CalWORKs Program: Spending Trends And Projections

Presented To  
Senate Health and Human Services Committee  
Hon. Martha M. Escutia, Chair

# CalWORKs Caseloads

(In Thousands)

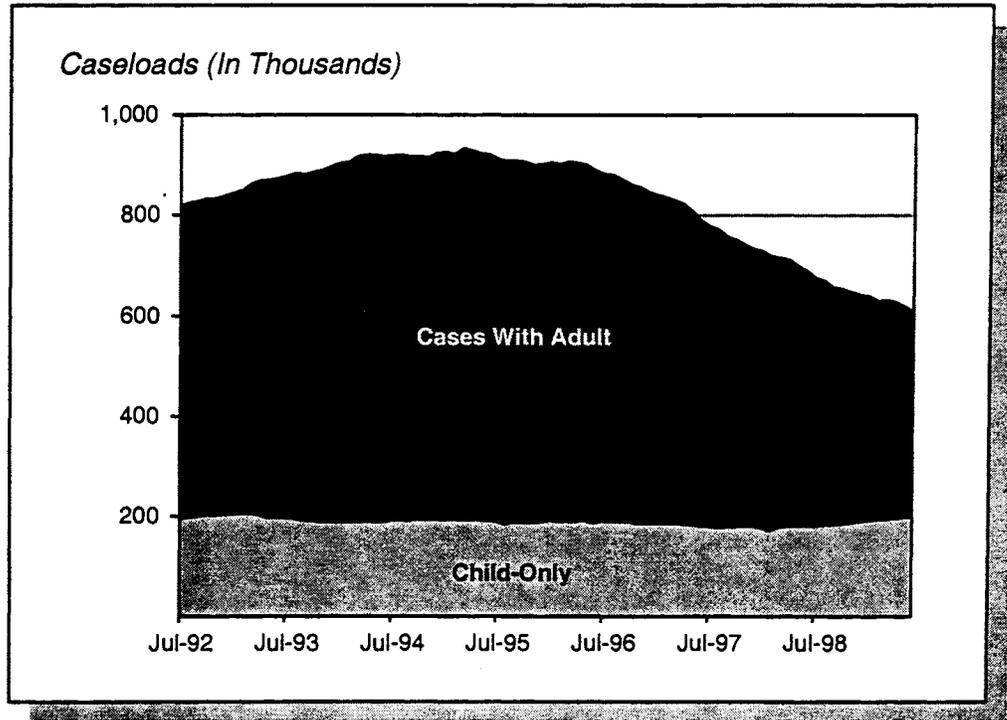


## Caseload Trends

---

- The caseload increased rapidly in the early 1990s, peaking at 921,000 in 1994-95.
- Since that time, the caseload has dropped by over 30 percent to 641,000 in 1998-99.
- We project that caseload reduction will continue through 2001-02.
- In 2002-03, we project the caseload will "bottom out" and then begin to grow about 2 percent annually.
- These projections are based on:
  - A trend analysis of caseloads, birth rates, grant levels, and unemployment rates.
  - An estimate of the caseload impact of state welfare reform interventions.

## Child Only Cases Expanding as Share of Total CalWORKs Cases



- Child-only cases now represent approximately one-third of all cases, up from 21 percent in 1995.
- The trend toward more child only cases is likely to continue, assuming the expanded CalWORKs participation mandate will result in an increased level of sanctions.
- The increase in child-only cases has resulted in budgetary savings for two reasons:
  - Child-only cases have relatively lower grant costs.
  - Because there is no adult in the case, there is no need to provide welfare-to-work services such as education, training, and child care.



# Projected General Fund Spending on CalWORKs and Other Major Programs<sup>a</sup>

(Dollars in Millions)

	Actual 1998-99	Estimated 1999-00	Projected					Average Annual Growth 1998-99 Through 2004-05
			2000-01	2001-02	2002-03	2003-04	2004-05	
<b>Education programs</b>								
Proposition 98/K14 education	\$24,773	\$26,459	\$27,758	\$29,053	\$30,225	\$31,539	\$32,837	4.8%
UC and CSU	4,505	4,815	5,080	5,393	5,698	5,996	6,289	5.7
<b>Health and Welfare programs</b>								
Medi-Cal benefits	\$7,026	7,484	8,035	8,622	9,089	9,531	10,001	6.1%
<b>CalWORKs</b>	<b>2,025</b>	<b>1,997</b>	<b>1,807</b>	<b>1,964</b>	<b>2,214</b>	<b>2,276</b>	<b>2,489</b>	<b>3.5</b>
SSI/SSP	2,244	2,472	2,648	2,792	2,948	3,117	3,289	6.6
Selected other programs	2,967	3,310	3,603	3,973	4,288	4,615	4,824	8.4
<b>Department of Corrections</b>	<b>\$3,721</b>	<b>3,958</b>	<b>4,117</b>	<b>4,333</b>	<b>4,530</b>	<b>4,759</b>	<b>4,973</b>	<b>5.0%</b>
<b>Vehicle license fee subventions</b>	<b>\$557</b>	<b>1,467</b>	<b>1,780</b>	<b>2,276</b>	<b>3,406</b>	<b>4,193</b>	<b>4,483</b>	<b>41.6%</b>
<b>Debt service<sup>b</sup></b>	<b>\$2,355</b>	<b>2,566</b>	<b>2,774</b>	<b>2,897</b>	<b>2,967</b>	<b>3,015</b>	<b>3,160</b>	<b>5.0%</b>
<b>Other pro- grams/costs</b>	<b>\$8,406</b>	<b>10,349</b>	<b>9,878</b>	<b>10,444</b>	<b>10,655</b>	<b>11,024</b>	<b>11,388</b>	<b>5.2%</b>
<b>Totals</b>	<b>\$58,579</b>	<b>\$64,877</b>	<b>\$67,479</b>	<b>\$71,748</b>	<b>\$76,060</b>	<b>\$80,064</b>	<b>\$83,733</b>	<b>6.1%</b>

<sup>a</sup> Detail may not total due to rounding.

<sup>b</sup> Includes both general obligation and lease-payment bonds.

## CalWORKs Spending—The Broader Context

---

- CalWORKs is funded through a combination of federal Temporary Assistance for Needy Families (TANF) block grant funds, General Fund spending, and county spending.
- Over the next five fiscal years, General Fund spending on CalWORKs will grow more slowly than in other major programs.
- General Fund spending on CalWORKs is significantly lower than in the early 1990s. As recently as 1995-96, General Fund spending for the former AFDC program was approximately \$3.2 billion.
- CalWORKs spending is projected to be at the maintenance-of-effort (MOE) floor in 2000-01.
- In subsequent years, we project spending will increase and exceed the MOE floor.
- Key Forecast Assumptions
  - Our forecast is based on current law.
  - Our spending forecast assumes the federal TANF block grant will be reauthorized at its current level of \$3.7 billion.
  - The shift from the Department of Social Services' employment services model to a county cost based system, in conjunction with county performance incentives, will be budget neutral.
  - There will be no increase in the Stage III Child Care set-aside.

## Why Will CalWORKs Spending Increase Over the Next Five Years?

---

- Carryover balances will be exhausted by the end of 2001-02.
  - In 1999-00, \$654 million in unexpended employment service funds were used as a funding source for CalWORKs.
  - In addition, \$114 million in unexpended TANF balances from prior years were available in 1999-00.
  - We estimate these funding sources will be exhausted by 2001-02.
- CalWORKs grants will be increased each year in accordance with California Necessities Index (about 3 percent each year).
- The caseload will begin to grow in 2002-03.



## How Might a Recession Impact CalWORKs Spending?

---

- Our CalWORKs caseload and spending forecast assume the continuation of modest economic growth with low unemployment.
- In a modest recession, unemployment would increase by approximately 2 percent from about 5 percent today, to about 7 percent at its peak.
- Based on historical patterns, an increase in the unemployment rate of 2 percent beginning in 2000-01 would add about 75,000 CalWORKs cases by the end of 2001-02.
- This caseload increase would result in approximately \$500 million in General Fund costs for CalWORKs in 2001-02 compared to our baseline spending forecast. Most of the additional costs would be for grant payments and welfare-to-work services.



# CalWORKs Program Comparison of Allocations to Expenditures 1998-99

(Dollars in Millions)

Service	Allocation	Expenditures <sup>a</sup>	Unexpended Funds	
			Amount	Percent
Welfare-to-Work services/administration	\$1,470	\$874	\$596	41%
Child care	699	357	343	49
Mental health and substance abuse <sup>b</sup>	85	20	65	77
<b>Total</b>	<b>\$2,254</b>	<b>\$1,250</b>	<b>\$1,004</b>	<b>45%</b>

<sup>a</sup> Excludes supplemental claims which could be approximately 3 percent of expenditures.  
<sup>b</sup> This expenditure data may be incomplete in that some expenditures may have been claimed to Medi-Cal.



# CalWORKs Program—Comparison of Single Allocation to Expenditures 18 Largest Counties<sup>a</sup>

1998-99

County	Allocation	Expenditures <sup>b</sup>	Percent Expended
Riverside	\$ 86,309,270	\$ 68,488,038	79%
Contra Costa	39,746,999	31,258,781	79
Ventura	28,564,564	22,197,167	78
San Francisco	38,549,867	28,809,281	75
Solano	24,123,973	17,540,310	73
Alameda	87,010,844	62,079,351	71
Orange	88,229,686	62,515,722	71
Sacramento	124,054,889	82,233,174	66
Kern	52,153,279	34,410,455	66
All Other Counties	282,158,656	176,889,013	63
San Bernardino	146,735,564	88,621,551	60
Santa Clara	79,419,876	45,012,743	57
Tulare	37,791,000	21,018,679	56
San Diego	150,154,813	81,313,180	54
Stanislaus	35,895,495	19,041,257	53
San Joaquin	72,516,336	37,348,928	52
Merced	26,273,608	13,421,378	51
Fresno	76,739,842	39,062,189	51
Los Angeles	692,347,536	298,840,684	43
<b>Total</b>	<b>\$2,168,776,099</b>	<b>\$ 1,230,101,881</b>	<b>57%</b>

<sup>a</sup> Counties with at least 1 percent of the CalWORKs caseload. These counties represent approximately 90 percent of CalWORKs cases in 1998-99.

<sup>b</sup> Excludes supplemental claims which could be approximately 3 percent of expenditures.

# CalWORKs Program—Comparison of 1998-99 Expenditures to 1999-00 Allocations—18 Largest Counties<sup>a</sup>

**LAO**  
*55 Years of Service*

County	1988-99 Expenditures <sup>b</sup>	1999-00 Allocation	Change	
			Amount	Percent
Ventura	\$ 22,197,167	\$22,863,082	\$ 665,915	3%
San Francisco	28,809,281	29,673,559	864,278	3
Contra Costa	31,258,781	32,196,545	937,764	3
Riverside	68,488,038	70,542,680	2,054,642	3
Alameda	62,079,351	64,212,055	2,132,704	3
Solano	17,540,310	18,163,665	623,355	4
Sacramento	82,233,174	87,072,629	4,839,455	6
Orange	62,515,722	71,727,567	9,211,845	15
Santa Clara	45,012,743	52,224,174	7,211,431	16
<b>All Other Counties</b>	176,889,013	208,974,830	32,085,817	18
Kern	34,410,455	40,832,914	6,422,459	19
San Joaquin	37,348,928	45,118,937	7,770,009	21
Tulare	21,018,679	26,253,151	5,234,472	25
San Bernardino	88,621,551	114,108,231	25,486,680	29
Merced	13,421,378	17,294,815	3,873,437	29
San Diego	81,313,180	107,656,653	26,343,473	32
Stanislaus	19,041,257	25,568,642	6,527,385	34
Fresno	39,062,189	58,187,216	19,125,027	49
Los Angeles	298,840,684	575,777,585	276,936,901	93
<b>Totals</b>	<b>\$1,230,101,881</b>	<b>\$1,668,448,930</b>	<b>\$438,347,049</b>	<b>36%</b>

<sup>a</sup> Counties with at least 1 percent of the CalWORKs caseload. These counties represent approximately 90 percent of CalWORKs cases in 1998-99.  
<sup>b</sup> Excludes supplemental claims which could be approximately 3 percent of expenditures.

**DEPARTMENT OF SOCIAL SERVICES**

744 P Street, Sacramento, California 95814



**TALKING POINTS  
SENATE COMMITTEE  
ON  
HEALTH AND HUMAN SERVICES  
LOS ANGELES, CALIFORNIA  
DECEMBER 8, 1999**

**STATUS OF CALWORKS IMPLEMENTATION STATEWIDE**

**INTRODUCTION:**

**WHERE ARE WE TODAY**

THANK YOU FOR THE OPPORTUNITY TO BE HERE TODAY TO DISCUSS THE STATUS OF THE CALIFORNIA WORK OPPORTUNITY AND RESPONSIBILITY TO KIDS (CALWORKS) PROGRAM. SINCE MY APPOINTMENT LAST APRIL, I HAVE LOOKED VERY CLOSELY AT HOW THE PROGRAM IS BEING IMPLEMENTED. IN GENERAL, I BELIEVE THERE IS MUCH WE CAN FEEL GOOD ABOUT AS WE LOOK AT THE STATUS OF THE PROGRAM, AND I APPLAUD THE WORK THAT HAS BEEN DONE IN EVERY COUNTY TO DESIGN AND BEGIN THE ROLL-OUT OF THEIR PROGRAMS. CALIFORNIA'S EFFORT HAS BEEN RECOGNIZED BY THE FEDERAL GOVERNMENT WITH THE AWARD OF TWO FINANCIAL BONUSES, TOTALLING OVER \$60 MILLION, FOR OUR PERFORMANCE TO DATE.

NONETHELESS, WE ALL RECOGNIZE THAT THE PROGRAM IS STILL IN A RAMP-UP MODE, AND THERE IS MUCH WE STILL HAVE TO DO TO ENSURE LONG-TERM SUCCESS.

## **COUNTY IMPLEMENTATION AND WORKLOAD:**

TODAY, ALL 58 COUNTIES HAVE THE BASIC PROGRAM DESIGN AND OPERATING STRUCTURES OF THEIR CALWORKS PROGRAM IN PLACE AND ARE IN THE PROCESS OF ENROLLING ALL ABLE-BODIED ADULTS ON AID INTO THE WELFARE-TO-WORK PROGRAM. ALTHOUGH CASELOADS HAVE DECLINED SIGNIFICANTLY IN RECENT YEARS, AND I WILL SAY MORE ABOUT THIS, THE PROVISIONS OF CALWORKS HAVE INCREASED COUNTY WORKLOADS BECAUSE OF THE NUMBER OF INDIVIDUALS REQUIRING WELFARE-TO-WORK SERVICES. COUNTIES HAVE APPROACHED THE INCREASE IN WORKLOAD IN SEVERAL WAYS: SOME COUNTIES HAVE CONTRACTED OUT A NUMBER OF WELFARE-TO-WORK SERVICES; OTHERS HAVE HIRED ADDITIONAL STAFF; AND OTHERS HAVE REDIRECTED EXISTING STAFF.

FOR THOSE COUNTIES THAT HIRED ADDITIONAL STAFF, THE HIRING, FOR THE MOST PART, TOOK PLACE IN LATE 1998 AND THE FIRST PART OF 1999 TO ACCOMMODATE THE NEED TO ENROLL ALL CALWORKS RECIPIENTS BY JANUARY 1, 1999. ACCORDING TO INITIAL REPORTS FROM THE RAND CORPORATION, MANY COUNTIES FOUND THAT THE RECRUITMENT AND HIRING OF NECESSARY STAFF TOOK MUCH LONGER THAN EXPECTED AND THAT EVEN UNDER THE BEST OF CIRCUMSTANCES MOST COUNTIES DID NOT HAVE THEIR CALWORKS STAFF FULLY IN PLACE UNTIL 1999.

CASELOADS VARY FROM COUNTY TO COUNTY DEPENDING ON HOW THE COUNTY HAS STRUCTURED ITS DELIVERY OF CALWORKS SERVICES; IN OTHER WORDS, WHETHER THEY HAVE CO-LOCATED ELIGIBILITY AND EMPLOYMENT SERVICES STAFF, COMBINED FUNCTIONS OR RETAINED SEPARATE FUNCTIONS. I BELIEVE JACOB KLERMAN, FROM THE RAND CORPORATION, WILL PROVIDE MORE DETAILS ABOUT COUNTY IMPLEMENTATION OF CALWORKS AND WORKLOAD ISSUES.

**CASELOAD TRENDS:**

ALTHOUGH ALL OF THE CALWORKS RECIPIENTS HAVE NOT YET BEGUN PARTICIPATING IN WELFARE-TO-WORK ACTIVITIES THE RESULTS HAVE BEEN DRAMATIC. SINCE 1995, CALIFORNIA'S WELFARE ROLLS DECLINED FROM A MONTHLY AVERAGE CASELOAD OF **921,011** IN STATE FISCAL YEAR (SFY) 1994-95 TO **606,485** CASES AS OF JULY 1999, A DECREASE OF 34 PERCENT, OVER THE LAST 4 YEARS.

DURING THE NINE-MONTH PERIOD OF JULY 1, 1998 TO APRIL 30, 1999, **34,349** FAMILIES LEFT WELFARE DUE TO EMPLOYMENT AND ANOTHER **96,090** HAD JOBS WITH WAGES SUFFICIENT TO REDUCE THEIR ASSISTANCE GRANTS.

THE PERCENTAGE OF CASES WITH EARNED INCOME HAS INCREASED BY 17.6 PERCENT SINCE OCTOBER 1996. (16.9 PERCENT FOR FEDERAL FISCAL YEAR (FFY) 1996 COMPARED TO 34.5 PERCENT IN FFY 1998.) DURING THE PERIOD

OF JANUARY 1, 1998 TO JUNE 30, 1999 (18 MONTHS) 278,065 ADULT CALWORKS RECIPIENTS HAD SOME EARNED INCOME.

WITH FULL IMPLEMENTATION OF THE CALWORKS PROGRAM AND CONTINUED JOB GROWTH, FURTHER DECLINE IN THE NUMBER OF WELFARE CASES IS EXPECTED IN 1999-2000.

**WELFARE-TO-WORK PROGRAM: \_\_**

A HEALTHY ECONOMY AND WELFARE POLICY REFORMS THAT PROMOTE EMPLOYMENT AND ENCOURAGE JOB SKILLS TRAINING, PROVIDE CHILD CARE, AND OTHER SERVICES, AND INCREASE FINANCIAL INCENTIVES TO WORK, HAVE ALL PLAYED A ROLE IN DECREASING THE STATE'S WELFARE CASELOAD. HOWEVER, THERE IS MUCH YET TO BE DONE. THE MAJORITY OF RECIPIENTS WHO HAVE OBTAINED JOBS HAVE DONE SO IN ENTRY-LEVEL POSITIONS. WE MUST NOW FOCUS ON STRATEGIES THAT WILL NOT ONLY ALLOW THOSE PERSONS TO RETAIN THOSE JOBS, BUT THAT WILL ALSO PROMOTE CAREER ADVANCEMENT. IN ADDITION, I AM PARTICULARLY CONCERNED THAT WE NOT REST ON OUR SUCCESSES WITH THOSE RECIPIENTS, AND THE CASELOAD DECLINES THAT WE'VE HAD, BUT THAT WE ALSO DO EVERYTHING POSSIBLE TO WORK WITH THOSE CASES THAT HAVE NOT LEFT AID—WHAT ARE THE ISSUES THEY FACE, AND HOW CAN WE BEST ADDRESS THEM?

AS YOU KNOW, THE CALWORKS PROGRAM PROVIDES FOR A MULTI-FACETED SERVICE APPROACH INVOLVING WORK, TRAINING, EDUCATION, CHILD CARE AND SUPPORTIVE SERVICES TO ENABLE RECIPIENTS TO BEGIN TAKING THE STEPS TOWARDS SELF-SUFFICIENCY.

THE AVAILABILITY OF QUALITY CHILD CARE IS ESSENTIAL TO THE SUCCESS OF ANY WELFARE TO WORK PROGRAM. IN RECOGNITION OF THIS FACT, WELFARE-RELATED CHILD CARE FUNDING HAS INCREASED BY OVER 540 PERCENT SINCE 1993. THE FY 99-00 BUDGET INCLUDES APPROXIMATELY \$1.2 BILLION FOR THE CALWORKS CHILD CARE PROGRAMS.

THE DESIGN OF CALWORKS' THREE-STAGE CHILD CARE SYSTEM HAS FACILITATED THE PROVISION OF MORE STREAMLINED AND CONSISTENT CHILD CARE PROGRAMS IN CALIFORNIA. DURING THE LAST FISCAL YEAR AN AVERAGE MONTHLY CASELOAD OF APPROXIMATELY 81,000 CHILDREN WERE SERVED IN THE FIRST STAGE ALONE, WHICH IS THE STAGE ADMINISTERED BY OUR DEPARTMENT AND THE COUNTIES.

THE STATE HAS ALSO SOUGHT TO ENSURE THAT THERE IS A SUFFICIENT NUMBER OF QUALIFIED CHILD CARE PROVIDERS, BY OFFERING FAMILY CHILD CARE PROVIDERS WITH FREE TRAINING THAT IS FOCUSED ON CHILD DEVELOPMENT FOR CHILDREN AGED 0 TO 3 AND BASIC HEALTH AND SAFETY ISSUES. TO DATE OVER 18,700 CHILD CARE PROVIDERS HAVE ENROLLED IN

CLASSES OFFERED THROUGH THE "FAMILY CHILD CARE AT ITS BEST"  
TRAINING PROGRAM.

THERE HAS ALSO BEEN A SUBSTANTIAL NUMBER OF RECIPIENTS THAT HAVE RECEIVED TRANSPORTATION ASSISTANCE. COUNTIES HAVE USED A VARIETY OF APPROACHES TO ADDRESS THIS NEED, FROM ESTABLISHING NEW BUS LINES, TO CREATING VAN POOLS, TO CREATING CAR LOAN PROGRAMS.

KEY TO OUR EFFORTS TO MOVE FAMILIES TO SELF-SUFFICIENCY IS THE NEED TO WORK WITH THE LARGE NUMBER OF RECIPIENTS WHO HAVE MENTAL HEALTH OR SUBSTANCE ABUSE ISSUES. TO HELP INDIVIDUALS OVERCOME BARRIERS TO EMPLOYMENT ASSOCIATED WITH MENTAL HEALTH PROBLEMS AND SUBSTANCE ABUSE, WE HAVE BUDGETED MORE THAN \$117 MILLION FOR THESE SERVICES IN THE CURRENT YEAR.

THESE BARRIERS HAVE IN THE PAST HINDERED THE ABILITY OF SOME PARTICIPANTS TO LOOK FOR WORK, GET WORK, AND KEEP WORK OR PROGRESS TO A BETTER JOB. UNDER CALWORKS SUBSTANCE ABUSE AND/OR MENTAL HEALTH TREATMENT CAN NOW BE INCLUDED IN AN INDIVIDUAL'S WELFARE-TO-WORK PLAN AND COUNT TOWARD MEETING THEIR WORK PARTICIPATION REQUIREMENT.

DESPITE THESE PROGRAM CHANGES, THESE SERVICES APPEAR TO HAVE BEEN UNDERUTILIZED SO FAR. WHILE UTILIZATION HAS INCREASED SINCE

PROGRAM IMPLEMENTATION, WE FIND THAT THERE ARE STILL A NUMBER OF FACTORS THAT HAVE AFFECTED COUNTY EFFORTS AND CLIENT'S WILLINGNESS TO AVAIL THEMSELVES OF THESE SERVICES, SUCH AS: MANY COUNTY STAFF ARE NOT EXPERIENCED IN IDENTIFYING SUBSTANCE ABUSE OR MENTAL HEALTH ISSUES, CAUSING DELAYS IN REFERRAL FOR TREATMENT. RECIPIENTS MAY ALSO DENY OR BE RELUCTANT TO REVEAL A MENTAL HEALTH OR SUBSTANCE ABUSE PROBLEM. SOME INDIVIDUALS, PARTICULARLY THOSE WITH A SUBSTANCE ABUSE PROBLEM, ARE FEARFUL OF CHILD PROTECTIVE SERVICE INTERVENTION AND REMOVAL OF THEIR CHILDREN. ADDITIONALLY, SOME COUNTIES HAVE BEEN UNAWARE OF THE FLEXIBILITY OF CALWORKS FUNDING TO PROVIDE MENTAL HEALTH AND SUBSTANCE ABUSE SERVICES, E.G., THAT TREATMENT CAN BE PROVIDED TO FAMILY MEMBERS OR USED TO PAY FOR MENTAL HEALTH AND SUBSTANCE ABUSE TREATMENT STAFF.

UNTIL VERY RECENTLY, MOST COUNTIES HAVE BEEN FOCUSED ON THE INITIAL IMPLEMENTATION OF THE CALWORKS PROGRAM AND THE IMMEDIATE TASK OF PARTICIPANT REGISTRATION. CDSS HAS EMPLOYED SEVERAL STRATEGIES TO ENSURE THAT PARTICIPANTS RECEIVE THESE SERVICES. THESE INCLUDE COMMUNITY FORUMS, DEVELOPMENT OF GUIDANCE IN THE FORM OF "BEST PRACTICES" AND CLARIFICATION OF IDENTIFICATION AND REFERRAL PROTOCOLS, PROGRAM RULES AND FUNDING STRATEGIES. THIS WILL CONTINUE TO BE A PRIORITY FOR OUR DEPARTMENT.

FOR SOME CALWORKS RECIPIENTS, THERE IS THE ADDED BARRIER PRESENTED BY LEARNING DISABILITIES. CALWORKS REGULATIONS AND POLICIES REQUIRE THAT INDIVIDUALS WITH LEARNING DISABILITIES OBTAIN A PROFESSIONAL EVALUATION AND APPROPRIATE ASSISTANCE TO HELP THEM PARTICIPATE IN CALWORKS. COUNTIES ARE ALLOWED TO USE CALWORKS FUNDS TO SCREEN, ASSESS AND PROVIDE SERVICES TO RECIPIENTS WITH LEARNING DISABILITIES. UNDER CALWORKS, COUNTIES ARE TO REFER INDIVIDUALS WITH A SUSPECTED LEARNING DISABILITY FOR AN EVALUATION BY A PROFESSIONAL WHOSE TRAINING QUALIFIES THEM TO DETERMINE IF THE INDIVIDUAL CAN SUCCESSFULLY COMPLETE OR BENEFIT FROM A WELFARE-TO-WORK ACTIVITY. REFERRALS CAN BE BASED ON INFORMATION RECEIVED FROM THE RECIPIENT DURING APPRAISAL OR ASSESSMENT OR WHEN AN INDIVIDUAL FAILS TO MAKE SATISFACTORY PROGRESS IN AN ASSIGNED WELFARE-TO-WORK ACTIVITY. BASED UPON THE RESULTS OF THE EVALUATION, THE INDIVIDUAL WILL BE ASSIGNED TO AN APPROPRIATE ACTIVITY OR PROGRAM. IN ADDITION, INDIVIDUALS WHO HAVE A LEARNING DISABILITY AND WHO ARE IN A SELF-INITIATED EDUCATION PROGRAM, CAN COUNT THEIR HOURS OF PARTICIPATION IN SPECIAL CLASSES OR TUTORIALS TOWARD MEETING THEIR WORK PARTICIPATION REQUIREMENT.

STAFF IN MY DEPARTMENT HAVE BEGUN RESEARCHING SCREENING TOOLS THAT COUNTIES MAY USE TO DETECT LEARNING DISABILITIES.

ADDITIONALLY, A SPECIAL MULTI-AGENCY TASK FORCE TO ADDRESS LEARNING DISABILITIES WILL BE CONVENED BY MY DEPARTMENT EARLY NEXT

YEAR WITH THE GOAL OF DEVELOPING STATEWIDE PROTOCOLS. THIS YEAR'S CALWORKS PARTNERSHIPS CONFERENCE WILL ALSO FEATURE A NUMBER OF SPEAKERS AND WORKSHOPS ON THE TOPIC OF LEARNING DISABILITIES.

WE HAVE ALSO TAKEN STEPS TO DEAL WITH CALIFORNIA'S UNIQUE SITUATION WITH TWO-PARENT FAMILIES. CALIFORNIA HAS A LARGER PORTION OF TWO-PARENT FAMILIES THAN ANY OTHER STATE IN THE NATION. IN ADDITION, CALWORKS DATA REPORTS SHOW THAT OVER 50 PERCENT OF TWO-PARENT FAMILIES HAVE A PRIMARY LANGUAGE OTHER THAN ENGLISH; IN CONTRAST, 24 PERCENT OF SINGLE-PARENT FAMILIES REPORT A PRIMARY LANGUAGE OTHER THAN ENGLISH.

TO ALLOW FOR INCREASED PROGRAM FLEXIBILITY, THE STATE ESTABLISHED A SEPARATE STATE PROGRAM FOR TWO-PARENT FAMILIES. ESTABLISHMENT OF THIS SEPARATE STATE PROGRAM WILL ALLOW THE STATE AND COUNTIES TO FOCUS ON CREATIVE STRATEGIES AND SERVICE DELIVERY MODELS TO SERVE THIS POPULATION. MY DEPARTMENT PLANS TO WORK WITH THE COUNTIES TO DEVELOP FORUMS AND WORKSHOPS TO EVALUATE THE UNIQUE CHARACTERISTICS AND NEEDS OF CALIFORNIA'S LARGE AND DIVERSE TWO-PARENT POPULATION. THROUGH THIS EVALUATION PROCESS, THE STATE AND COUNTIES CAN THEN IDENTIFY SERVICE DELIVERY MODELS THAT WILL BEST MOVE THE STATE'S TWO-PARENT FAMILIES TOWARDS SOCIAL AND ECONOMIC SELF-SUFFICIENCY.

## **THE FUTURE OF CALWORKS:**

IN MY VISITS TO THE VARIOUS COUNTIES, I HAVE BEEN VERY IMPRESSED WITH THE COMMUNITY-WIDE EFFORTS THAT HAVE BEEN MADE TO SHAPE CALWORKS TO MEET LOCAL NEEDS. COUNTIES HAVE TRULY TAKEN ADVANTAGE OF THE FLEXIBILITY ALLOWED BY THE CALWORKS LEGISLATION TO DESIGN THEIR PARTICULAR APPROACHES. AS EACH COUNTY'S PROGRAM BECOMES FULLY OPERATIONAL WE CAN ASSESS VARIOUS PROGRAM ELEMENTS AND DETERMINE WHICH SERVICE MODELS ARE PROVING TO BE THE MOST SUCCESSFUL.

ONE AREA THAT WILL NEED A LOT OF ATTENTION IN THE COMING MONTHS IS COMMUNITY SERVICE. COUNTIES HAVE BEGUN DEVELOPMENT OF COMMUNITY SERVICE PLACEMENTS FOR THOSE INDIVIDUALS WHO ENTERED THE WELFARE-TO-WORK PROGRAM AT ITS INCEPTION AND ARE NOW REACHING THEIR 18-OR 24-MONTH TIME LIMIT AND DO NOT HAVE SUFFICIENT HOURS OF EMPLOYMENT TO MEET THEIR WORK REQUIREMENT. WE ANTICIPATE THAT LESS THAN TWO PERCENT OR AN AVERAGE OF 3,700 INDIVIDUALS A MONTH WILL BE REQUIRED TO PARTICIPATE IN COMMUNITY SERVICE DURING THIS BUDGET YEAR. HOWEVER, WE ANTICIPATE THAT A SIGNIFICANT NUMBER OF SLOTS WILL NEED TO BE DEVELOPED STATEWIDE IN THE 2000-01 BUDGET YEAR. IN A RECENT DISCUSSION, SEVERAL COUNTY REPRESENTATIVES ESTIMATED THAT 25 PERCENT OF THE WELFARE-TO-

WORK PARTICIPANTS WOULD EVENTUALLY BE REQUIRED TO PARTICIPATE IN COMMUNITY SERVICE. MY DEPARTMENT WILL DO EVERYTHING IT CAN TO ASSIST COUNTIES IN THIS EFFORT. WE ARE NOW FINALIZING AN ALL-COUNTY LETTER PROVIDING POLICY GUIDANCE IN THIS AREA. AMONG OTHER ISSUES, WE WILL BE PROVIDING CLARIFICATION ON HOW COUNTIES CAN DESIGN COMMUNITY SERVICE ASSIGNMENTS THAT ALLOW RECIPIENTS TO CONTINUE TO RECEIVE SERVICES ADDRESSING THEIR BARRIERS TO LONG TERM EMPLOYMENT, SUCH AS MENTAL HEALTH AND SUBSTANCE ABUSE.

CDSS HAS FORGED A STRONG WORKING RELATIONSHIP WITH THE EMPLOYMENT DEVELOPMENT DEPARTMENT, THE DEPARTMENT OF MENTAL HEALTH, AND THE DEPARTMENT OF ALCOHOL AND DRUG PROGRAMS, TO MAXIMIZE THE USE OF AVAILABLE FUNDS DESIGNATED TO SERVE THE HARD-TO-EMPLOY.

WE MUST CONTINUE TO FOSTER THE CONCEPT THAT THE ENTIRE COMMUNITY HAS A ROLE IN ENABLING RECIPIENTS TO FIND A BETTER LIFE. TO DO SO, WE SHOULD INCREASE AND STRENGTHEN THE LEVELS OF COOPERATION AND COLLABORATION THAT HAVE BEEN DEVELOPED AMONG LOCAL AND STATEWIDE AGENCIES THAT SERVE OUR CASELOAD. WE ALSO NEED TO EXPAND THE ROLE THAT THE PRIVATE SECTOR PLAYS IN THIS ENDEAVOR.

SO, IT IS CLEAR THAT WHILE WE HAVE SUCCESS SO FAR WITH CALWORKS, WE STILL HAVE MUCH TO DO. HOWEVER, GIVEN THE ENERGY, ENTHUSIASM, AND DEDICATION THAT I HAVE SEEN TOWARDS THIS PROGRAM THROUGHOUT THE STATE, I AM CONFIDENT THAT WE CAN ACHIEVE THE SUCCESS THAT WE ALL WANT TO ACHIEVE FOR PROGRAM RECIPIENTS, FOR LOCAL COMMUNITIES, AND FOR THE STATE'S TAXPAYERS.

# T E S T I M O N Y

**RAND**

## *The Pace of CalWORKs Implementation*

*Jacob A. Klerman*

CT-165

*December 1999*

### ***Labor and Population Program***

The RAND testimony series contains the statements of RAND staff members as prepared for delivery.

**PREFACE**

In response to national welfare reform legislation--the Personal Responsibility and Work Opportunity Act (PRWORA), which was signed in August 1996 and went into effect in January 1997--California passed legislation that replaced the existing Aid to Families with Dependent Children (AFDC) and Greater Avenues to Independence (GAIN) with the California Work Responsibility to Kids (CalWORKs) program. Following an open and competitive bidding process, the California Department of Social Services (CDSS), which administers CalWORKs, awarded a contract to evaluate the CalWORKs program to RAND.

This testimony--presented at a hearing of the California State Senate Committee on Health and Human Services meeting in Montebello, California, on December 8, 1999--discusses some preliminary results from the evaluation on the pace of implementation of CalWORKs in the counties and the implications of that pace of implementation for past and future spending and referrals. Although this testimony is based on a variety of sources, including research conducted at RAND, the opinions and conclusions expressed are those of the author and should not be interpreted as representing those of either RAND or those of any of the agencies or others sponsoring the research, including CDSS. The second process analysis report, to be released in late February 2000, will present final results and additional detail.

RAND is a nonprofit institution that helps improve policy and decisionmaking through research and analysis.

For more information about the evaluation, see <http://www.rand.org/CalWORKs> or contact:

Jacob Alex Klerman  
RAND  
1700 Main St  
Santa Monica, CA 90406  
(310) 393-0411, x6289  
klerman@rand.org

Aris St. James  
CDSS  
744 P Street, MS 12-56  
Sacramento, CA 98514  
(916) 657-1959  
astjames@dss.ca.gov

**ACKNOWLEDGMENTS**

This testimony is the product of the combined efforts of the RAND Statewide CalWORKs Evaluation team, including the Co-Principal Investigators--Gail Zellman and V. Joseph Hotz--Project Director, Elaine Reardon, members of the Process Analysis Team--Tammi Chun, Nicole Humphrey--and RAND programmers--Jan Hanley, Laurie MacDonald, Rodger Madison, and Beth Roth. Paul Steinberg helped with the text, and Sandy Petitjean did a masterful job of preparing the graphics

**OPENING REMARKS**

Good morning. My name is Jacob Klerman. I am a Senior Economist at RAND in Santa Monica, California; a Professor of Economics in RAND's Graduate School of Public Policy; and the Principal Investigator of the RAND Statewide CalWORKs Evaluation, a legislatively mandated study to provide the California legislature with a "comprehensive, independent, statewide evaluation." RAND is a nonprofit institution that helps improve policy and decisionmaking through research and analysis.

My testimony today is based on a variety of sources, including research conducted at RAND as part of the Statewide CalWORKs Evaluation. An earlier and more detailed version of the findings presented in this testimony was presented at the Evaluation's Advisory Committee meeting in October 1999, and a final version of this material is, by contract, to be released to the legislature in late February 2000. That said, the opinions and conclusions expressed here are mine and should not be interpreted as representing the opinions of RAND or the opinions of any of the agencies or others sponsoring the research, including the California Department of Social Services.

I conclude these opening remarks with a brief methodological comment. My testimony this morning is based primarily on our field work in 24 counties throughout the state over the period April to August of 1999. This field work consisted primarily of semistructured interviews with senior leadership and line workers in county welfare departments. For the most part, the testimony does not rely on hard numbers. As I will discuss, few county welfare departments could give us management reports that provide much insight into speed of implementation issues. We are addressing this data problem as part of our broader evaluation effort. In parallel with our field work, we are analyzing county data systems themselves. Preliminary results of that analysis should be available in the spring of 2000, with results to be published in October 2000. At that time, we should have a more quantitative characterization of the status of implementation in our six focus counties: Alameda, Butte, Fresno, Los Angeles, Sacramento, and San Diego.

## OVERVIEW

Let me begin by providing an overview of our basic story. I will then return to the story and provide some detail for each of the points. Concerns have been raised about the slow pace of implementation of CalWORKs and, specifically, about large carry-overs of funds and low referrals to education, training, and treatment for substance abuse, mental health, and domestic abuse problems.

Our analysis allows us to explain why implementation has been slow, spending has been below budget, and referrals have been low. Figure 1 sums up the key points of our analysis on this subject.

### *Why Has Implementation Been Slow?*

- **Workload increased**
- **Requiring CWDs to add capacity**
- **Cases need to move through the early steps of the CalWORKs process**
- **In a "work first" program, only then will referrals occur**

**Monitorable: Time to first WTW activity, sanction, or work**

**Amellorable: Add "enough" capacity**

 **Statewide  
CalWORKs  
Evaluation**

**Figure 1--Why Has Implementation Been Slow**

As I will discuss, CalWORKs massively increased the workload of the county welfare departments, requiring them to add capacity--either in-house staff, outside contractors, or both. Bringing that additional capacity on-line took time. Only once the additional capacity was on-line could the work of actually moving the existing and new cases through the early steps of the CalWORKs model proceed. In many counties, that capacity did not come on-line until the summer of 1999 or

even later. Moreover, CalWORKs is a work-first program, and thus large numbers of referrals would not be expected until cases complete the early steps of the CalWORKs model. This could not occur until several months after the increased capacity came on-line. This analysis suggests that, in as much as capacity has finally come on-line, the situation should be improving. In other words, expenditures should be rising and referrals should be increasing. The limited evidence we have so far suggests that things are indeed improving.

However, while we can explain why implementation has been slow, these explanations do not change the reality: Many CalWORKs recipients are now two years into their five-year lifetime time limit and have still not received many of the services that the CalWORKs legislation provides. Similarly, new cases are not being moved promptly through the sequence of activities specified in the CalWORKs legislation. Finally, I will argue that this situation can be monitored (we suggest outcomes to monitor) and that the situation can be ameliorated (by adding enough capacity).

#### **WORKLOAD**

To understand the pace of implementation of CalWORKs, it helps to take a step back and understand what the CalWORKs legislation expected of a county welfare department. The welfare caseload has declined by about a third, so many observers assumed that the workload and, thus, the required staffing to meet that workload, could also decrease. However, the reality has been quite different: The workload has increased.

Compared to AFDC and GAIN programs that it replaced, the CalWORKs legislation had a different and more intensive vision of service delivery. Welfare-to-work services that had been previously provided to only a quarter of the caseload were to be nearly universal under CalWORKs. As more people were required to participate, it was clear that more would not comply and that county welfare departments would need to process more sanctions. In addition, both as a result of the reforms and of the improving economy, more cases were working; this, in turn, requires more effort to record monthly earnings of those working

and to recompute their grants. Finally, someone had to arrange for the new services to be provided under the legislation--child care, education, training, and treatment for mental health, substance abuse, and domestic abuse problems. Clearly, more "capacity" (staff or contractors) would be needed to handle each case.

This analysis refers to the steady-state workload. In the short-term, the situation was even more dire. Not only did the county welfare departments have to process new cases through this expanded set of activities, they also needed to process many of the existing cases through those same activities. In most counties, there were about ten times as many existing cases as there would be new cases in any given year.

All things considered, counties could project that their short-term workload would double or triple. Clearly, additional capacity would be needed.

#### **ADDING CAPACITY**

Adding capacity, whether in the form of new in-house employees or in the form of new outside contractors, would prove to be neither easy nor instantaneous. Any new capacity needed to be arranged and then added simultaneously with the county welfare department's efforts to design and implement new welfare programs consistent with the CalWORKs legislation. Furthermore, in many counties, the Board of Supervisors or the Chief Administrative Officer was strongly opposed to hiring in general and for welfare programs in particular. In other counties, the Board of Supervisors and the public-sector unions were strongly opposed to outsourcing. In either case, the nature of government hiring and contracting implied that new capacity could not be brought on-line instantaneously. Further complicating the management problem, once the existing caseload moved through the system, the workload would decrease. Thus, county welfare departments needed to expand capacity in a way that could be contracted once the existing caseload was processed. Finally, in many counties, there were further delays for reorganization of the workforce, reclassification studies, union issues, lawsuits, and shortages of space in which to put new employees and contractors.

We can divide the counties into three groups in terms of how they dealt with the need to add capacity:

- A few counties had large GAIN programs or successful, flexible contracts in place. They ramped up quickly, putting sufficient capacity in place before the end of 1998.
- Most counties were not so favorably situated. They moved promptly to add capacity, but new contracts did not yield new capacity until early in 1999. Hiring and then back-filling positions vacated as lower-level employees moved into the newly created positions took even longer. Many county welfare departments report that they had not completed hiring until the summer of 1999.
- Finally, some counties, apparently including many of the larger ones, encountered one of the serious obstacles I listed earlier, did not act promptly, or underestimated the workload. Even now, they find themselves without sufficient capacity to begin to work through the backlog of existing cases.

#### **EXPLAINING SLOW IMPLEMENTATION**

Given this analysis, we can explain much of the experience of the last two years and provide constructive comments for the future. County welfare department expenditures will not rise until the new capacity (staff or contractors) are on-line and billing. In as much as CalWORKs programs have an effect, recipients will not be more likely to get jobs until they participate in job search/job club and as necessary the follow-on welfare-to-work activities. Child care expenditures will not rise until recipients are actually in activities or work requiring child care. Referrals to education, training, and treatment for mental health, substance abuse, and domestic abuse problems will not increase until recipients are screened for such services after failing to find work.

For these referrals, the crucial timing issue when does a recipient start the first welfare to work activity, as shown in Figure 2. In a "pure" work-first program, services are only provided to make people

employable, and the labor market is viewed as the best test of employability. Some people who we would have deemed clearly employable will not find jobs; others who we would have deemed clearly not employable will find jobs. Therefore, everyone is sent to job search. People who find a job have revealed that they do not need the services. Only those who do not find a job are referred to services. This will not occur until after they are formally assessed and have signed a welfare to work plan. This accounts for the solid lines from welfare to work plan to the yellow boxes in Figure 2.

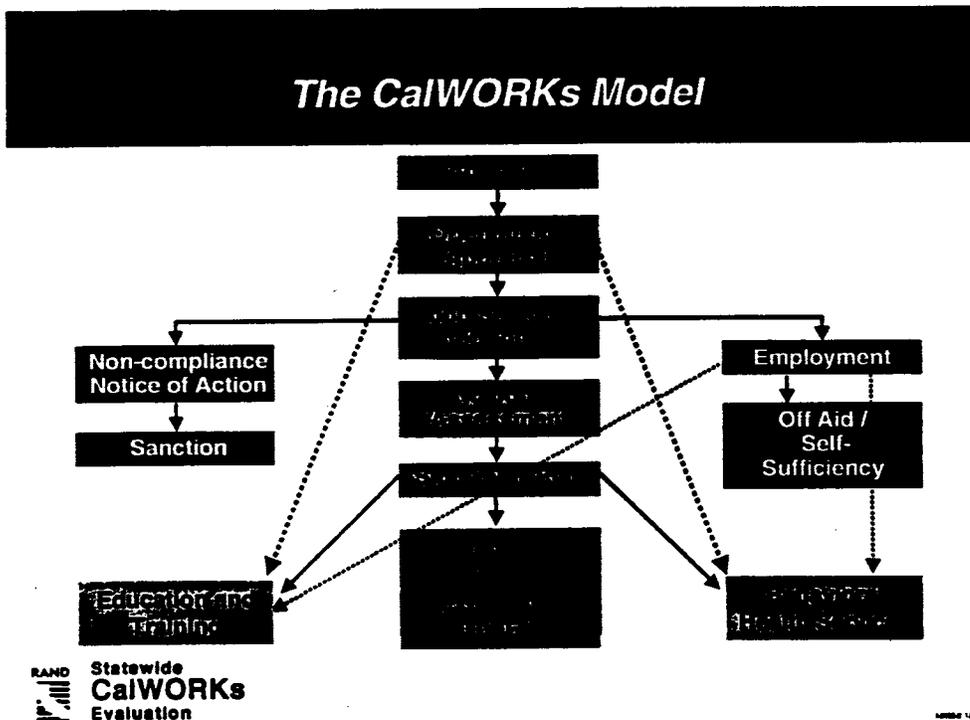


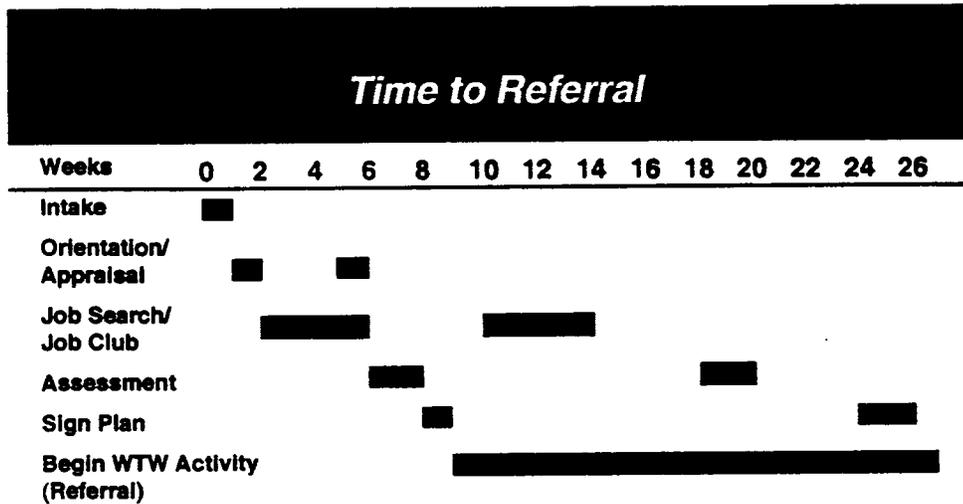
Figure 2--The CalWORKs Model

However, CalWORKs is not a "pure" work-first program. Formal and informal guidance from the state and the choices of many counties imply that some people will be referred *before job search* (the dotted lines from orientation/appraisal to the yellow boxes in Figure 2), while others will be referred *concurrently with employment* (the dotted lines from employment to the yellow boxes in Figure 2). Nonetheless, the basic insight is correct: In a work-first program such as CalWORKs, most referrals would be expected to take place as a welfare-to-work

activity, following assessment and the signing of a welfare-to-work plan. For referrals to occur through this primary path, recipients actually have to reach assessment and then sign welfare to work plans.

**THE EFFECTS OF CAPACITY**

The crucial question then is: When do recipients reach job search and the follow-on welfare-to-work activities that are the core of the CalWORKs program model? In an ideal program with sufficient capacity, a new recipient should be able to sign a plan and begin the first welfare-to-work activity within ten weeks of the approval of her application, as represented by the green bars on Figure 3).



***"If it takes longer, we lose the message:  
Aid is connected to jobs. Time on aid is limited.  
The clock is ticking."***



**Figure 3--Time to Referral**

Reading across the green bars in the figure, we see that intake (or approval) would take place in week 1; orientation/appraisal, in week 2; four weeks of job search/job club, in weeks 3-6; assessment, in weeks 7-8; signing a welfare-to-work plan, in week 9; and beginning the first welfare-to-work activity, in week 10.

Although this is a schedule county welfare departments can aspire to, it is very hard schedule to achieve. Doing so would require having sufficient capacity so that each step can occur almost immediately after the previous step, even given short-term variation in the caseload.

Instead, in many counties, there is a gap of a month or more between each step (the red bars in Figure 3). Thus, what might take as little as ten weeks, takes six months or more. The end result is that two years after CalWORKs became effective, many of the existing cases have not yet begun a first welfare-to-work activity; in some cases, they have not even begun job search/job club.

Shortening this schedule requires two things:

- First, the county needs to have enough capacity;
- Second, the county needs to have administrative procedures and data systems in place to ensure that cases don't get "lost."

#### **MONITORING CalWORKs OUTCOMES**

This analysis suggests an approach to monitoring CalWORKs outcomes. We want to know how fast cases are moving past the initial phase of the CalWORKs model—job search. There are three different ways to leave this initial phase of the CalWORKs model:.

1. Some participants complete job search without find a job. They enter the next phase after they are assessed, sign a welfare to work plan, and begin a welfare-to-work activity (the center column and the bottom row of Figure 2), but they are probably the smallest group.
2. More participants appear to be noncompliant; their county welfare department has instructed them to participate in some activity, but they have not done so (the left column of Figure 2, in red because this is the worst outcome). For them, the county welfare department should have begun the formal noncompliance process by sending a Notice of Action, and then following it up by imposing a sanction (cutting the benefit).
3. More participants are working or have left aid (the right column of Figure 3, in green because this is the desired outcome)

We would like to know what percentage of cases are in each of these three groups (or paths); either in a welfare-to-work activity, or deemed noncompliant, or working (including leaving aid); and how these percentages change over the weeks following intake approval. It should be possible to get cases to this point in ten weeks or less. If after twelve to sixteen weeks a case is not in one of these three groups, something is wrong. The recipient's clock is ticking, but he or she is not receiving the services provided for in the CalWORKs legislation

A similar analysis applies to the cases who have been continuously on aid since CalWORKs began in January 1998. Now, two years after implementation, every one of those cases should be in one of these three groups. Otherwise, two years of their five-year lifetime limit has been spent without receiving the basic CalWORKs services.

Unfortunately, many counties appear to be far from these goals both for new cases and for existing cases. Exactly how far and the relative success of California's 58 counties is not clear. As I noted at the outset, most county welfare departments could not provide management reports that clearly described the status of implementation.

This inability of counties to report such information is troubling beyond our desire to monitor CalWORKs implementation. A standard management adage posits: "What gets measured gets done." If counties are not measuring these outcomes--for the county as a whole and for each caseworker--in what sense are they managing their implementation of CalWORKs?

#### **CONCLUSION**

In summary, CalWORKs massively increased the county welfare department's workload, requiring them to add capacity--staff, contractors, or both. Bringing that additional capacity on-line took time. Only once the additional capacity was on-line could the work of actually moving the new and existing cases through the early steps of the CalWORKs model proceed. In many counties, that capacity did not come on-line until the summer of 1999 or later. Moreover, because CalWORKs is a work-first program, large numbers of referrals to education, training, and treatment for mental health, substance abuse,

and domestic abuse problems would not be expected until cases complete these early steps of the CalWORKs model.

In counties that have enough capacity in place, the bulk of cases should have signed welfare-to-work plans in the last few months. Assuming that the county is screening heavily and making referrals consistent with the results of the screening, the level of referrals should rise sharply.

I conclude with a list of issues for the future, which are shown in Figure 4:

- Has a county added enough capacity?
- Are cases—existing and new—moving through the early activities fast enough? And,
- Are outcomes being monitoring?

### *Issues for the Future*

- **Has a county added enough capacity?**
- **Are cases—existing and new—moving through early steps fast enough?**
- **What outcomes are being monitored?**

# SENATE HEALTH AND HUMAN SERVICES COMMITTEE

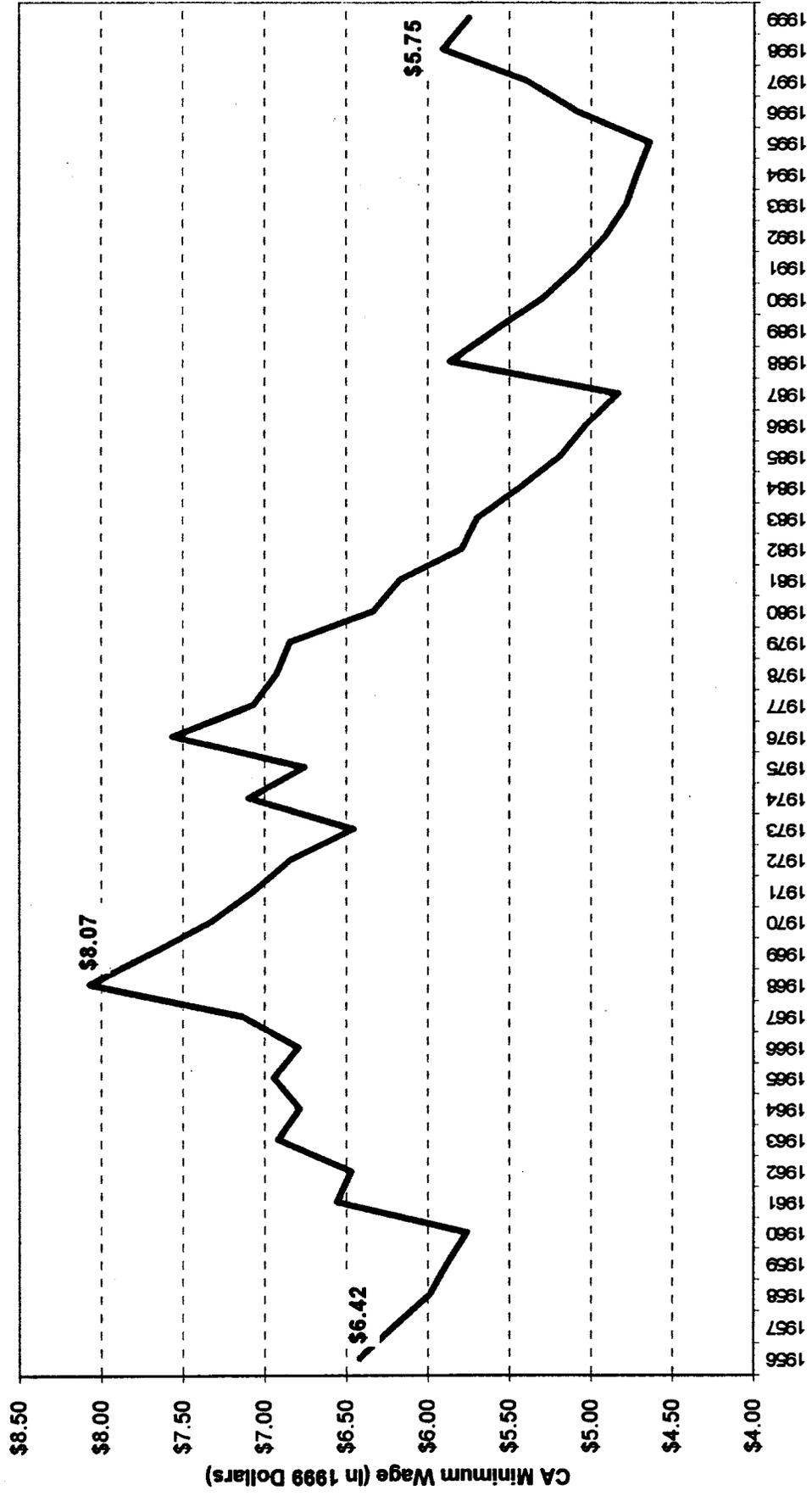
Interim Hearing on

"Status of CalWORKs:  
Statewide and in Los Angeles County"

Wednesday, December 8, 1999  
Montebello City Hall, Council Chambers

Materials Accompanying Presentation by Kate Breslin  
California Budget Project  
921 11<sup>th</sup> St., Ste. 502  
Sacramento, CA 95814  
Email: [kbreslin@cbp.org](mailto:kbreslin@cbp.org)  
Tel: 916-444-0500  
Fax: 916-444-0172  
<http://www.cbp.org>

# Purchasing Power Of California's Minimum Wage Down 29% Since 1968



1968-73 reflects California minimum wage for women (\$1.65); minimum wage for men was \$1.60.

# California Occupations With The Greatest Projected Growth

Occupation	Absolute Change 1995-2002	Median Hourly Wage	Full-Time Annual Equivalent
Salespersons, Retail	2,230	\$6.98	\$14,518
Cashiers	1,930	\$5.95	\$12,376
General Managers	910	\$25.96	\$53,997
Corrections Officers, Jailers	640	n/a	
General Office Clerks	620	\$9.52	\$19,802
Waiters and Waitresses	620	\$5.56	\$11,565

Source: Employment Development Department,  
Labor Market Information  
available at <http://www.calmis.cahwnet.gov>

# REGION VI

## Los Angeles

	<u>Basic Family Wage*</u>
Single Parent Family	\$17.68
Two Parent Family (One Working)	\$14.72
Two Working Parent Family	\$10.75

.....

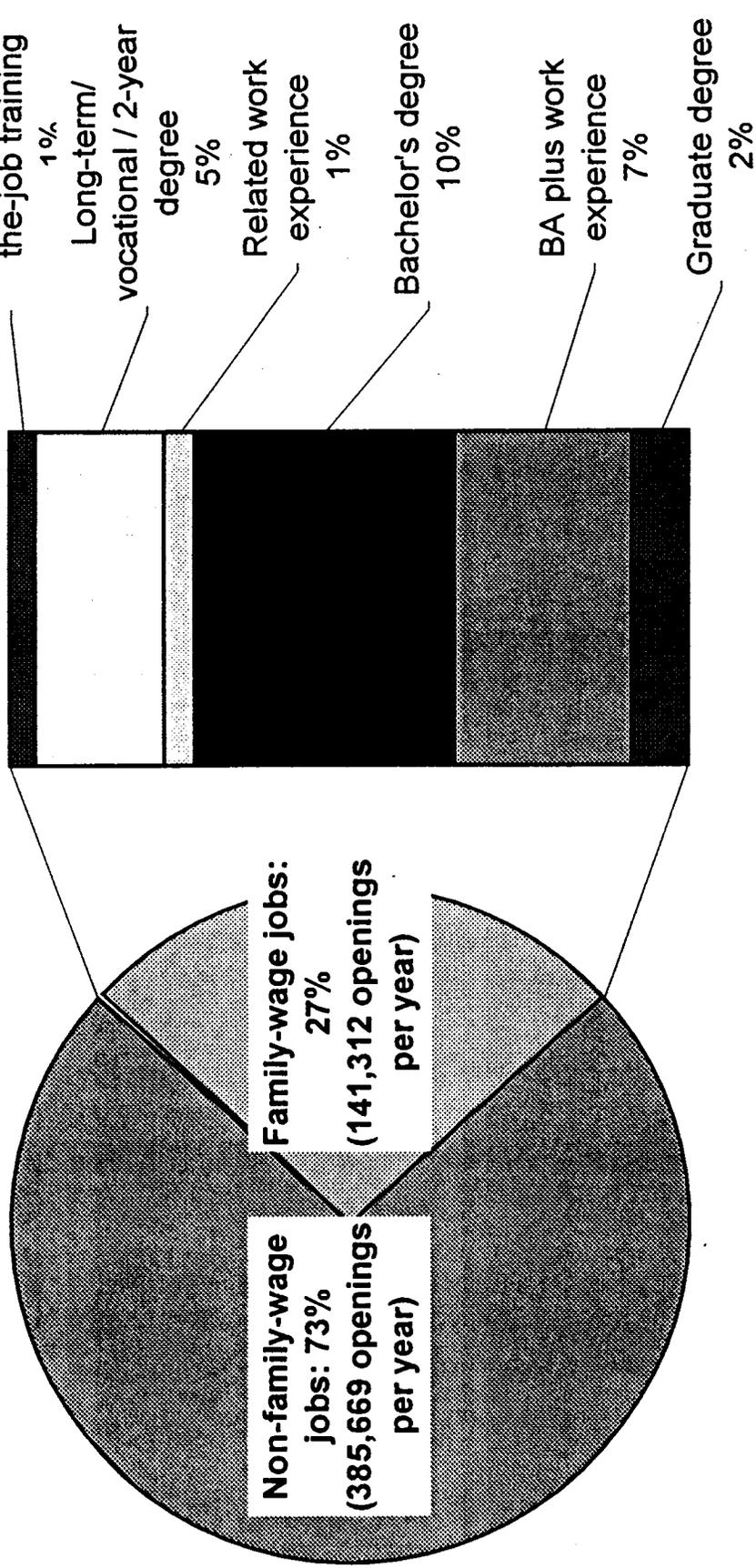
### Expenses Per Month And As A Percent Of Income

	<u>Single Parent</u>	<u>Two Parents (One Working)</u>	<u>Two Working Parents</u>
Housing/Utilities	<b>\$592</b> (19.3%)	<b>\$749</b> (29.3%)	<b>\$749</b> (20.1%)
Child Care	<b>\$962</b> (31.4%)	0	<b>\$962</b> (25.8%)
Transportation	<b>\$244</b> (8.0%)	<b>\$244</b> (9.6%)	<b>\$244</b> (6.6%)
Food	<b>\$382</b> (12.5%)	<b>\$583</b> (22.8%)	<b>\$583</b> (15.7%)
Health Care	<b>\$193</b> (6.3%)	<b>\$296</b> (11.6%)	<b>\$296</b> (7.9%)
Miscellaneous	<b>\$311</b> (10.1%)	<b>\$379</b> (14.9%)	<b>\$379</b> (10.2%)
Taxes	<b>\$381</b> (12.4%)	<b>\$301</b> (11.8%)	<b>\$512</b> (13.7%)
<b>MONTHLY TOTAL</b>	<b>\$3,065</b>	<b>\$2,552</b>	<b>\$3,725</b>
<b>ANNUAL TOTAL</b>	<b>\$36,780</b>	<b>\$30,624</b>	<b>\$44,700</b>

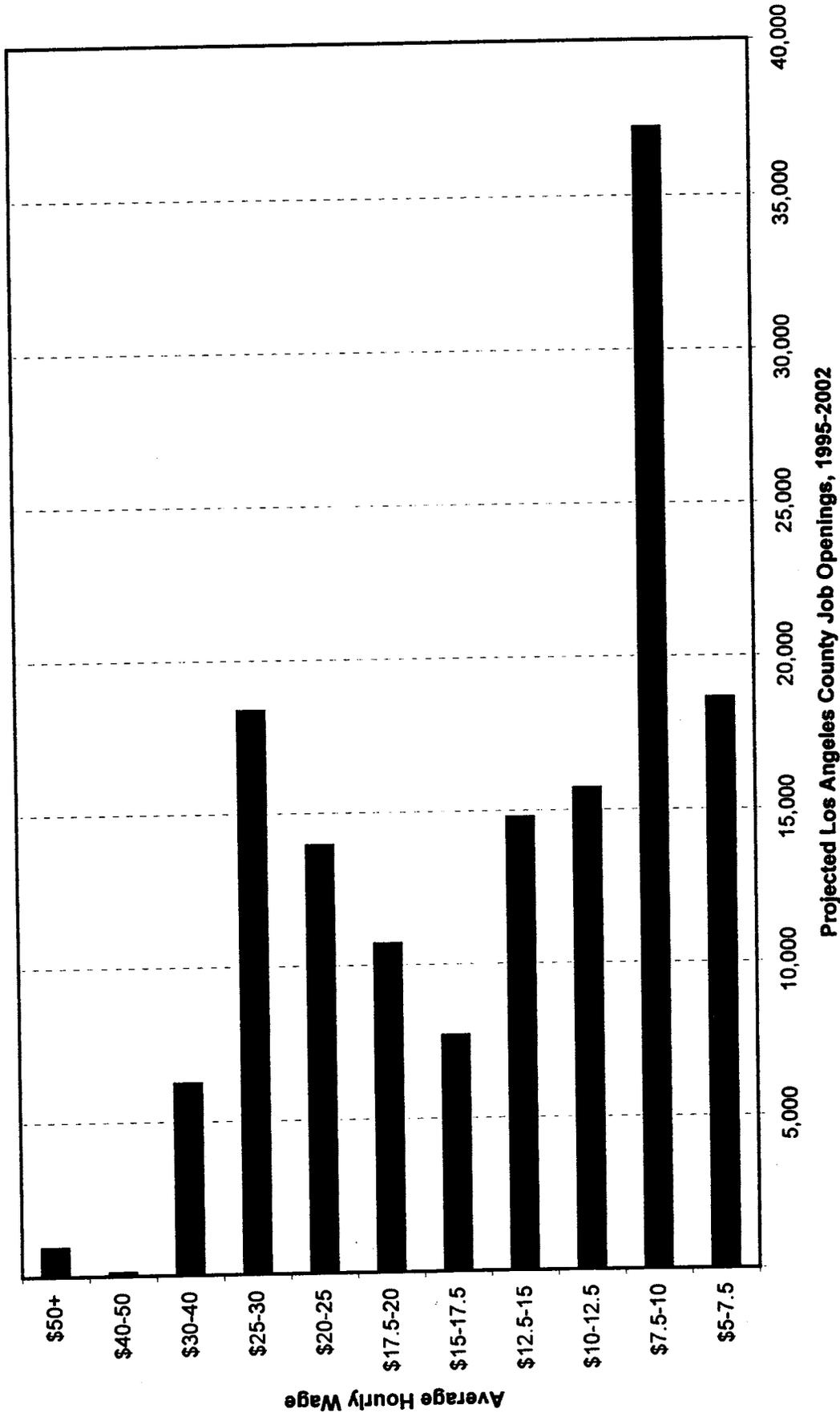
\*Hourly. Assumes 40 hours/week, 52 weeks/year of work. Two working parent wage assumes both parents are employed full-time.

# Nearly Three-Quarters of Job Openings Do Not Pay A Single-Parent Basic Family Wage

Jobs that do pay a family wage (27%) require more education

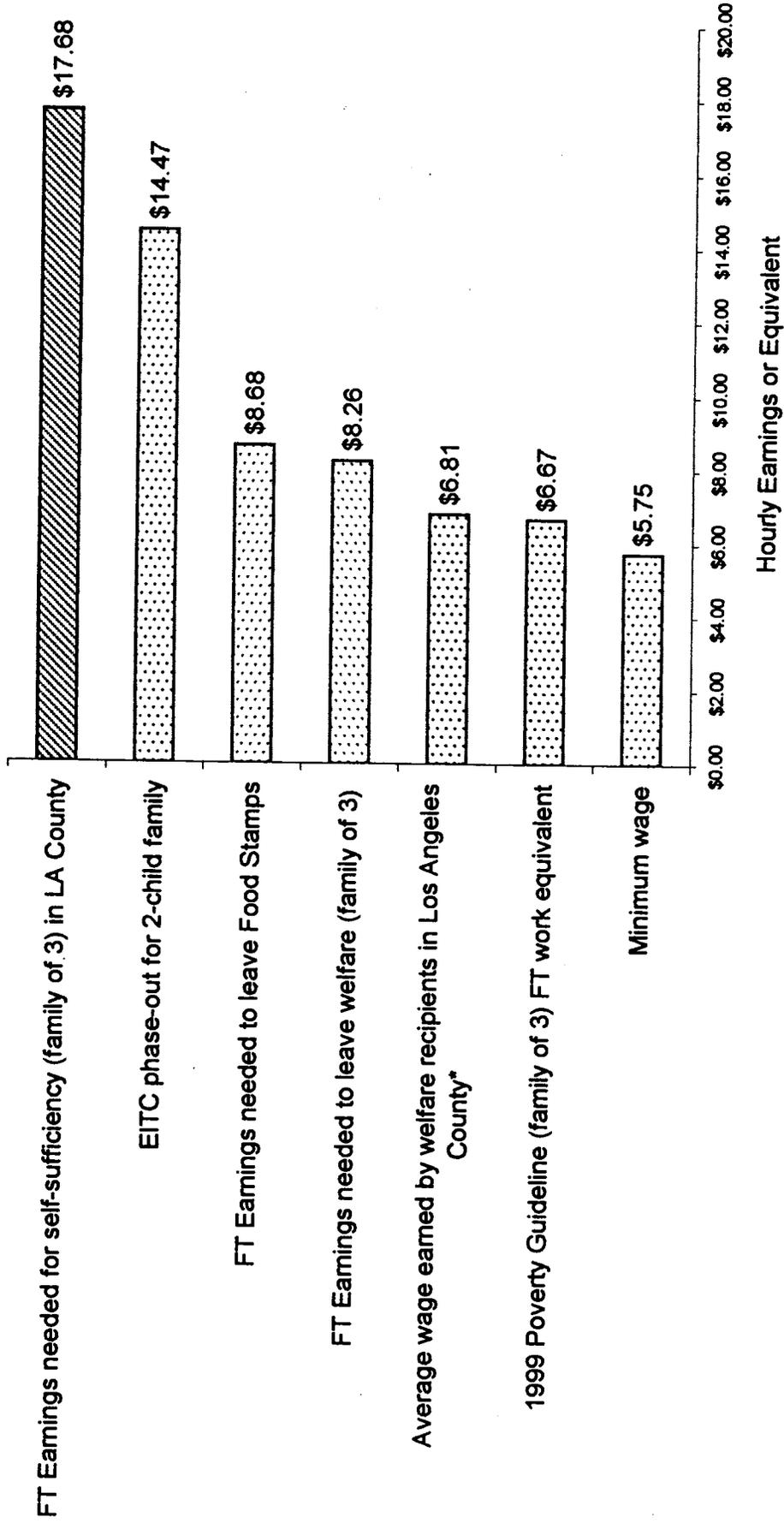


# Most Job Opportunities Pay Less Than \$10 Per Hour



Source: CBP calculations from Employment Development Department based on 1997 occupational wages.

# CalWORKs Recipients And Low Wage Workers Must Earn More To Make Ends Meet



\*LA County welfare to work average hourly wage for new hires

**STATEMENT BY  
STEVEN J. GOLIGHTLY  
CHIEF DEPUTY DIRECTOR  
COUNTY OF LOS ANGELES  
DEPARTMENT OF PUBLIC SOCIAL SERVICES**

**BEFORE THE  
CALIFORNIA SENATE COMMITTEE ON HEALTH AND HUMAN SERVICES**

**DECEMBER 8, 1999**

Senator Escutia and distinguished members of the Committee, thank you for inviting the Department of Public Social Services to appear today to discuss the implementation of CalWORKs in Los Angeles County, both the successes we have achieved thus far and the challenges we face as the program enters its third year of implementation.

I would like to thank you for scheduling this hearing in Los Angeles County, which as you know has the Nation's largest locally administered TANF program, second only to the States of California and New York.

My name is Steven Golightly, I am the Chief Deputy for the Los Angeles County Department of Public Social Services. I am pleased to be here this morning on behalf of our Director Lynn Bayer and the County's Board of Supervisors.

**INTERNAL DEPARTMENTAL CHANGES TO MEET THE CHALLENGES OF WELFARE REFORM**

As soon as the State's CalWORKs legislation was enacted in August 1997, we began developing a comprehensive CalWORKs County plan through a unique partnership approach which involved over 1000 individuals from over 500 organizations, including staff from all impacted County departments, community advocates, service providers, employee union representatives and of course our participants. Los Angeles County implemented its CalWORKs program in April 1998.

We also began to focus on transforming our organizational culture to reflect our Department's

commitment to customer service and to providing a full range of services to help families achieve self-sufficiency. With the implementation of CalWORKs, our Department undertook a massive effort to re-train over 4,000 CalWORKs line staff on the new program. In keeping with the Department's increased focus on service delivery, workers received training on how to identify the need for supportive services, how to help participants realize the advantages of work over welfare, and effective strategies to encourage parents to recognize their responsibility to ensure that children attend school and receive proper immunizations. Staff training is, and will continue to be, an ongoing process as we implement new programs and expand services to needy families in L.A. County.

### **EMPLOYMENT**

We expanded on our successful GAIN "work first" model and have made significant strides in helping our participants secure employment. Between April 1998 and October 1999, over 70,000 CalWORKs participants in Los Angeles County have entered employment and at least 12,000 participants have earned enough to leave CalWORKs. The average salary for newly hired CalWORKs participants is \$6.81 per hour.

### **CASELOAD TRENDS AND SERVICES**

The number of persons receiving CalWORKs in Los Angeles County has decreased steadily since the implementation of the program. In April 1998, 723,000 persons (adults and children) in Los Angeles County were receiving CalWORKs benefits. By September 1999, 18 months later, the number of persons receiving CalWORKs had decreased by almost 14% to 624,000. During that same period, our Medi-Cal only caseload increased by 294,000 (35%) from 551,000 to 845,000. Much of this increase was attributable to our Child Medi-Cal Enrollment Project, a massive community-based outreach effort. Currently, Los Angeles County has a CalWORKs caseload of

about 225,000 families. Of this total, 62% (139,000 cases) include families in which a parent or other adult has an obligation to work or participate in welfare-to-work activities. These adults include those: (1) working full time; (2) referred to and/or enrolled in welfare-to-work services, often in conjunction with part-time employment; (3) currently under a sanction or pending a sanction for non-compliance with the CalWORKs work requirements.

The remaining 85,000 families include households in which there is no aided adult in the family (78%) or the aided adult is exempt from work requirements (22%). More detailed data are included in the Summary Report of Welfare-to-Work Activities which I have provided to your committee.

### **SUPPORTIVE SERVICES**

As you know, individuals engaged in welfare-to-work are entitled to receive supportive services including child care, transportation, and other work-related expenses. Participants may receive any one or a combination of these services. To promote seamless child care services for CalWORKs participants, we contracted with the Alternative Payment Providers to administer Stage I so that the same agencies administer all Stages I, II, and III. Approximately 15,000 children in Los Angeles County are receiving Stage I child care, 25,662 are receiving Stage II child care and 1,668 are receiving Stage III child care provided by the Alternative Payment Provider agencies. Over 10,000 participants receive transportation services.

In enacting CalWORKs legislation in 1997, the State Legislature also recognized that many families face substantial barriers to employment due to mental health, substance abuse and domestic violence problems. We have collaborated with professionals in these fields to provide services for our CalWORKs participants. Like many counties throughout the State, we have found that these services have been underutilized by CalWORKs participants. There are multiple reasons for this low utilization rate. For example, some participants fear that reporting a substance abuse problem could

result in the children being removed from the home. Others are comfortable discussing these serious problems only with someone they feel is trained, such as a counselor or professional clinician. To increase utilization of these services, we have begun to implement a number of new initiatives:

- ▶ We are currently in the process of housing service provider experts in the three areas (substance abuse, mental health and domestic violence) in our CalWORKs offices to provide supportive service orientations for all applicants. These orientations began on November 8 in some offices, and are targeted to be in place in all DPSS district offices by December 30, 1999;
- ▶ Community agencies are providing outreach to encourage CalWORKs participants to return to treatment if they fail to attend their substance abuse/mental health assessment or they drop out of their current treatment program. Coordinated outreach efforts are underway in two Service Planning Areas with expansion to all eight Service Planning Areas in Los Angeles County targeted for February 2000.
- ▶ We plan to outstation DPSS staff at designated residential, sober living and day treatment substance abuse facilities to coordinate CalWORKs eligibility, welfare-to-work and treatment services for CalWORKs participants. Implementation for this activity is targeted for January 2000.

### **SERVICES TO PARTICIPANTS WITH DISABILITIES**

To help CalWORKs participants with disabling conditions such as, learning disabilities which may impair their ability to obtain or retain employment, DPSS has partnered with the State Department of Rehabilitation and Goodwill Industries. These agencies have been working with exempt participants who volunteer for welfare-to-work, as well as participants who are not exempt from the

CalWORKs work requirement, notwithstanding their disability, but may benefit from specialized rehabilitative services. Also, Goodwill Industries has targeted special outreach to participants who are exempt due to a disability.

### **COMMUNITY SERVICE**

In anticipation of implementing a community service program in 2000, we have been meeting with a broad based coalition of community representatives to develop services for our participants who have not found employment after 24 months. We estimate that 121 parents will be in community service in April 2000, the first month that any participants will reach their 24-month time limit. During fiscal year 2000-01, we estimate that an average of approximately 3200 participants will be engaged in community service. Our Board of Supervisors has asked us to develop both a grant-based and wage-based approach to community service. We have been awaiting an All-County Letter from the California Department of Social Services clarifying various regulations regarding community service. As soon as we receive it, we will submit a plan for both options to our Board of Supervisors for their consideration.

### **DPSS STAFF CASELOADS**

With respect to our workers and their caseloads, we have maintained a system where each participant has two DPSS workers: an eligibility worker and a GAIN services worker. Currently, our CalWORKS approved eligibility workers caseload standard is 101 cases for participants with earned income and 170 for participants without earnings. Our GAIN services worker caseload standard was reduced this year by 27% from its historical level of 158 to a new level of 115 cases per worker.

## **KEY CHALLENGES FOR THE COMING YEAR**

During the coming year, we face three major challenges:

1. We must refine our service delivery system so it functions more smoothly for our participants. The implementation of CalWORKs has required enormous organizational and systems changes in DPSS and our numerous partner organizations.

Despite much progress, more work remains to be done to insure that participants can easily access the services they need.

2. We must implement modifications to our basic welfare-to-work strategy to help more participants secure self-sustaining employment. On November 16, our Board of Supervisors approved a shift toward a more individualized approach to the combination of work, education, and training, which includes the following key elements:

- ▶ Before going to our three-week job club, participants will engage in a one-week career-planning and preparation seminar. The purpose of this seminar will be to identify the participant's career objective, so that the initial job search can be oriented towards that career objective. The participant will be exposed to a range of career and education/training options, and will also be guided through a family inventory to identify services needs for themselves and their children in the family.
- ▶ In the context of this career objective, each participant will target their job search, first looking for jobs that pay a living-wage, or have a documented potential for promotion into living-wage employment.
- ▶ Participants who are unable to secure a job which pays or has the potential for a living-wage will be offered the option to explore part-time employment coupled with education and/or training. Particular education or training which the

participants need will be identified before the part-time job search, so that such education or training can be coordinated with part-time work.

3. We must implement our Long-Term Family Self-Sufficiency Plan which was approved by our Board of Supervisors on November 16. This Plan focuses on all family members, including children, and on key indicators of long term family self-sufficiency: good health, safety and survival, economic well-being, social and emotional well-being, and education and workforce readiness. The Plan is funded primarily with CalWORKs Performance Incentives and takes maximum advantage of the flexibility the County has to use those funds to promote a comprehensive, integrated, community-based approach to providing services to CalWORKs and other low-income families in Los Angeles County.

### **CLOSING**

In closing, I would like to thank you again for the opportunity to discuss the implementation of the CalWORKs program in Los Angeles County. I am available to answer any questions you may have.

NM/golightlyhearing

**LOS ANGELES COUNTY  
DEPARTMENT OF PUBLIC SOCIAL SERVICES  
SUMMARY REPORT OF WELFARE-TO-WORK ACTIVITIES \*  
SEPTEMBER 1999**

- *Attached are charts which summarize our CalWORKs Welfare-to-Work program activities for September 1999.*
- *Los Angeles County began implementation of CalWORKs Welfare-to-Work activities in April 1998 to assist participants in finding and retaining jobs which will help them attain self-sufficiency and reduce welfare dependency.*
- *This program offers various incentives and supportive services to assist participants in meeting the mandated requirements and overcoming barriers to gainful employment.*
- *For those aided adults who do not cooperate, sanctions and penalties are imposed.*

\* This report includes the estimated caseload for Pasadena District only in sections designated with an asterisk. This report excludes data from Pasadena District, currently on the LEADER system, in all sections that require "person detail" information. Pasadena's data will be included in departmental counts at a later date.

November 22, 1999

**CALWORKS AND WELFARE-TO-WORK  
SUMMARY REPORT \*  
SEPTEMBER 1999**

**CalWORKs CASELOAD**

<b>I. CalWORKs AIDED PERSONS (*)</b>		
	PERSONS	PERCENT
Total Persons	623,957	100.0%
Adults	164,675	26.4%
Children	459,282	73.6%
<b>II. CalWORKs APPROVED CASELOAD</b>		
	CASES	PERCENT
Total Cases	224,790	100.0%
Mandatory Welfare-to-Work (a)	139,409	62.0%
Non-mandatory (b)	85,381	38.0%
<b>III. CalWORKs MANDATORY WELFARE-TO-WORK CASELOAD</b>		
	CASES	PERCENT
Total Mandatory Welfare-to-Work Cases	139,409	100.0%
Enrolled in GAIN - DPSS (c)	74,311	53.3%
Enrolled in GAIN - DCSS (d)	8,510	6.1%
Working Full Time - not enrolled in GAIN	8,604	6.2%
In Sanction - not enrolled in GAIN	13,263	9.5%
Pending Imposition of Sanction - not enrolled in GAIN	10,856	7.8%
Referred to GAIN - Appointment Pending (e)	11,425	8.2%
Other	12,440	8.9%
<b>IV. CalWORKs EARNED INCOME CASES</b>		
	CASES	PERCENT
Total Earned Income Cases	70,621	100.0%
Cases With Aided Employed Adult/s	51,773	73.3%
Cases Without Aided Adult/s	18,848	26.7%
<b>V. SANCTIONS and PENALTIES</b>		
	CASES	PERCENT
Total Sanctions & Penalties in Effect	15,447	100.0%
Sanctions in Effect (f)	13,280	86.0%
Penalties in Effect (g)	2,167	14.0%
<b>VI. SUPPORTIVE SERVICES (h)</b>		
	PERSONS	CUMULATIVE
Total Supportive Services	1,901	5,331
Clinical Assessment	338	2,523
Domestic Violence	521	865
Substance Abuse	315	646
Mental Health	727	1,297
<b>VII. OTHER SERVICES</b>		
	PERSONS	
Child Care- Stage One (Children) (i)	14,944	
Transportation (Participants)	10,832	
Ancillary Services (Participants)	2,622	

## CALWORKS AND WELFARE-TO-WORK SUMMARY REPORT \* SEPTEMBER 1999

### GAIN CASELOAD

VIII. GAIN PARTICIPANTS WELFARE-TO-WORK ACTIVITY (j)	AS OF SEPTEMBER 30, 1999	
	PARTICIPANTS	PERCENT
<b>Total Participants</b>	103,046	100.0%
<b>Appraisal (k)</b>	43,591	42.3%
<b>Job Services</b>	10,094	9.8%
<b>Vocational Assessment</b>	1,697	1.7%
<b>Basic Education</b>	2,900	2.8%
<b>Self-Initiated Program</b>	5,677	5.5%
<b>Vocational Training</b>	2,684	2.6%
<b>Work Experience</b>	595	0.6%
<b>Conciliation For Non-compliance</b>	10,635	10.3%
<b>Post-Employment Services (Case Management)</b>	20,952	20.3%
<b>Other</b>	4,221	4.1%
<b>IX. WELFARE-TO-WORK EMPLOYMENT INFORMATION</b>		
	AS OF SEPTEMBER 30, 1999	
<b>Cases With Aided Employed Adult/s</b>	51,773	
<b>Average Hourly Wage For New Hires</b>	\$6.81	
	IN SEPTEMBER 1999	
<b>Persons Entering Employment</b>	3,876	
<b>Cases Terminated Due to Employment</b>	646	

- \* This report includes the estimated caseload for Pasadena District in the sections designated by an asterisk. Except for these sections, this report excludes data from Pasadena District, currently on the LEADER system. Pasadena's data will be included in departmental counts at a later date.
- (a) Household in which a parent or other adult is required to participate in employment-related activities under provisions of the CalWORKs program. Includes cases with no aided adult because the adult(s) is/are sanctioned.
  - (b) Primarily one-parent families with children under one year of age, cases with incapacitated persons and child only cases.
  - (c) Participant received an appointment letter to appear at the local CalWORKs GAIN Regional office and has not been deregistered.
  - (d) Department of Community and Senior Services (DCSS) provides Welfare-to-Work services to most mandatory participants who do not speak either English or Spanish.
  - (e) Cases with individuals who have not yet been notified to come into a GAIN Region, CalWORKs district or DCSS for a Welfare-to-Work program.
  - (f) Sanctions are imposed for specified time periods. The non-exempt adult is taken out of the assistance unit for failure to comply.
  - (g) Financial penalties are applied in cases where: 1) regular school attendance is not verified, 2) when parent(s)/caretaker relative(s) fail to submit verification of immunization for any preschool age child(ren) and 3) when applicant(s)/participant(s) refuse or fail to cooperate with child support requirements.
  - (h) The persons count represents individuals who have been referred for or received services in the report month. Some individuals may receive more than one type of supportive services in a month. The cumulative column represents all participants who were referred for or received services since April 1998.
  - (i) Stage one Child Care counts only. Stage two Child Care is provided by Alternative Payment Providers (APP) for which we currently do not have data.
  - (j) These counts represent number of participants at point in time. Not all Refugee Immigrant Training and Employment (RITE) participants are accounted for in component assignments.
  - (k) Includes cases that have completed the appraisal activity, but are waiting to be assigned or reassigned to another GAIN component.

# **LONG-TERM FAMILY SELF-SUFFICIENCY PLAN**

**October 1999**

**Submitted by:  
Los Angeles County New Directions Task Force**

## TABLE OF CONTENTS

I.	Background and Planning Process	
A.	Board Motion .....	Page 1
B.	Long-Term Family Self-Sufficiency Retreat I .....	Page 1
C.	60-Day Report to the Board .....	Page 1
D.	Planning for Results Workgroups .....	Page 1
E.	Long-Term Family Self-Sufficiency Retreat II .....	Page 2
F.	New Directions Task Force .....	Page 2
II.	Promoting Long-Term Family Self-Sufficiency	
A.	Vision and Common Themes .....	Page 3
B.	Measurable Outcomes .....	Page 4
C.	Proposals .....	Page 6
	Promoting Self-Sustaining Employment .....	Page 7
	Ensuring Access to Healthcare .....	Page 15
	Supporting Stable Housing .....	Page 18
	Helping Teens Become Self-Sufficient Adults .....	Page 21
	Promoting Youth Literacy .....	Page 27
	Curbing Violence .....	Page 29
	Building Strong Families .....	Page 33
	Integrating the Human Services Delivery System .....	Page 39
III.	Performance Incentives Funding and Usage	
A.	Trust Fund .....	Page 47
B.	Future Funding .....	Page 47
C.	Use of Funds for Non-CalWORKs Families .....	Page 48
IV.	Reports to the Board .....	Page 49
	Attachment A (Preliminary Cost Estimates)	
	Attachment B (Proposals by Outcome Area)	

# LONG-TERM FAMILY SELF-SUFFICIENCY PLAN

## **I. BACKGROUND AND PLANNING PROCESS**

### **A. BOARD MOTION**

On April 13, 1999, the Board of Supervisors instructed the New Directions Task Force to develop a cohesive "Long-Term Family Self-Sufficiency Plan" for CalWORKs and Working Poor populations with the purpose of creating strategies that provide maximum effectiveness to stabilize families by building their capacity to become self-sustaining.

### **B. LONG-TERM FAMILY SELF-SUFFICIENCY RETREAT I**

On May 21, 1999, the New Directions Task Force convened a retreat of County department representatives, representatives from the Children's Planning Council and each Service Planning Area Council, and selected community advocates and researchers to define and develop a set of measurable indicators of "Long-Term Family Self-Sufficiency".

### **C. 60-DAY REPORT TO THE BOARD**

On June 14, 1999, in response to the April 13, 1999 Board motion, the Director of DPSS and the Chief Administrative Officer submitted a report to the Board. The report described the establishment of the Performance Incentives Trust Fund, in which all CalWORKs Performance Incentives are deposited, with all interest accruing to the fund. The report further contained a description of the development of the preliminary measurable indicators of Long-Term Family Self-Sufficiency and the formation of five Long-Term Family Self-Sufficiency Planning for Results Workgroups, one for each of the five aspects of Long-Term Family Self-Sufficiency: Good Health, Safety and Survival, Economic Well-Being, Social and Emotional Well-Being, and Education and Workforce Readiness.

### **D. PLANNING FOR RESULTS WORKGROUPS**

To develop services which would positively impact the identified measurable indicators of long-term family self-sufficiency, on July 12, 1999, the five Planning for Results Workgroups were launched and given until September 13 to develop recommendations to the New Directions Task Force. These workgroups included representatives from County agencies, service providers, other public agencies, advocates, and researchers, and were chaired by County agencies with primary expertise in each area:

**WORKGROUP**

**LEAD COUNTY AGENCIES**

Good Health

Department of Health Services  
Department of Public Social Services

Safety and Survival

Department of Children & Family Services  
Probation Department

Economic Well-Being

Department of Public Social Services  
Community Development Commission

Education and Workforce Readiness

Los Angeles County Office of Education  
Department of Community & Senior Services

Social and Emotional Well-Being

Department of Mental Health  
Department of Health Services

In the course of this planning effort, two additional workgroups were identified as necessary to ensure the successful implementation of the plan. One workgroup involved teen services, while the other involved cross-cutting organizational issues.

**E. LONG-TERM FAMILY SELF-SUFFICIENCY RETREAT II**

On September 16, 1999, participants in "Retreat I" on May 21, 1999 plus the workgroup chairs and five members selected from each workgroup came together to hear and respond to the recommendations from the Long-Term Family Self-Sufficiency Workgroups. In light of discussion held during the second retreat, a group comprised of ten County department representatives and ten representatives from community organizations and public agencies outside County government was formed to synthesize the recommendations of the seven workgroups. On September 23 and 24, this group met and refined the 67 proposals presented on September 16 into 59 proposals. There was a full consensus of participants in this group in support of 55 of the 59 proposals.

**F. NEW DIRECTIONS TASK FORCE**

On October 5, the New Directions Task Force adopted this package of fifty-nine (59) proposals, plus four (4) additional proposals which were presented by members of the New Directions Task Force at the October 5 meeting. (These proposals have since been combined into forty-six (46) proposals, as reflected in this plan.)

## **II. PROMOTING LONG-TERM FAMILY SELF-SUFFICIENCY**

*This Long-Term Family Self-Sufficiency Plan offers a unique opportunity to address the needs of families receiving CalWORKs and other low-income families in a holistic way. The Board of Supervisors' focus on Long-Term Family Self-Sufficiency creates a unifying goal for the disparate agencies involved in providing health, human, and educational services to low-income families. Instead of figuring out how to comply with highly prescriptive federal or state regulations, we have had a rare chance to try to answer the most fundamental question we face: What programs and services will best help CalWORKs and other low-income families achieve Long-Term Self-Sufficiency? The measurable outcomes, common themes, and programmatic recommendations which follow reflect our attempt to answer this question.*

### **A. VISION AND COMMON THEMES**

Through the Long-Term Family Self-Sufficiency Planning Process, a vision of how to most effectively help families has emerged. This vision is expressed in the following common themes which permeate the proposals which appear later in this Plan:

- ▶ Where possible, services to families should support the family as a unit, rather than focusing on individual family members in isolation.
- ▶ Just as individuals live in families, families live in communities. Therefore, strengthening communities is an important element of strengthening families.
- ▶ Services are most effective when integrated at a community level.
- ▶ Focusing on positive outcomes for families is key to delivering effective services.

These themes are reflected concretely in a series of key elements which are common to the proposals. There are five mandatory elements shared by all of the proposals, and an additional ten desirable elements which are reflected in a majority of the proposals:

#### **Mandatory Elements**

- ▶ Has an adequate evaluation design to track achievement of measurable outcomes
- ▶ Does not duplicate existing services
- ▶ Is culturally and linguistically sensitive
- ▶ Does not supplant other funding
- ▶ Addresses a clearly documented need

### Desirable Elements

- ▶ Promotes service integration and does not increase fragmentation
- ▶ Enhances existing systems
- ▶ Focuses on promoting self-sufficiency by helping adults secure, retain, and promote into living-wage employment
- ▶ Provides direct benefit to participants/families
- ▶ Has proven to be effective
- ▶ Is cost-effective
- ▶ Is complementary to existing programs
- ▶ Offers community-based, accessible services
- ▶ Leverages other funding
- ▶ Has a positive long-term impact for participants.

### **B. MEASURABLE OUTCOMES**

Measurable outcomes are critical, both in shaping program design/redesign and determining program effectiveness. At the first Long-Term Family Self-Sufficiency Retreat on May 21, 19 preliminary measurable indicators were identified. These indicators fell into five categories: Good Health, Safety and Survival, Economic Well-Being, Social and Emotional Well-Being and Educational/Workforce Readiness. These categories are the five outcome areas proposed by the Children's Planning Council and adopted by the Board of Supervisors in January 1993 as part of the County's Strategic Plan for Children, Youth, and Families. They are the five areas utilized in the Children's Score Card, the tool used to determine the well-being of children in Los Angeles County. This preliminary list of indicators has been modified based on the work of the Planning for Results Workgroups, though the indicators still fall into the same five original outcome areas of Long-Term Family Self-Sufficiency.

### **OUTCOME AREAS AND INDICATORS OF LONG-TERM FAMILY SELF-SUFFICIENCY**

#### Categories and Indicators

A "+" next to an indicator means that a high figure is better, while a "-" means that a low figure is better.

- Good Health
  - Access to health care (+)
  - Infant mortality (-)
  - Low birth weight births (-)
  - Births to teens (-)
  - Individuals without health insurance (-)

- Safety and Survival
  - Domestic violence incidents (-)
  - Child placement in out-of-home care (-)
  - Juvenile probation violations (-)
  - Successful minor/family reunification after out-of-home placement (+)
  - Youth arrests for violent crimes (-)
  
- Economic Well-Being
  - Adults employed by quarter (+)
  - Annual income under Federal Poverty Level (-)
  - Access to transportation (+)
  - % of family income used for housing (-)
  - Adults earning a living-wage (+)
  - Homeless "episode" within prior 24 months (-)
  
- Social and Emotional Well-Being
  - Personal behaviors harmful to self or others (domestic violence, child abuse/neglect, substance abuse) (-)
  - Access to quality child care (+)
  - Participation in community activities (voting, volunteering, mentoring, church, etc.) (+)
  - Parent-child time together (+)
  
- Education/Workforce Readiness
  - Adult educational attainment of high school diploma, GED, or eight grade reading level (+)
  - Elementary and secondary school students reading at grade level (+)
  - Teenage high school graduation (+)
  - Mother's educational attainment at child's birth (+)
  - High school graduation among mothers who gave birth before graduating high school (+)
  - Adult participation in education or vocational training (+)

These indicators are designed to:

- ▶ Guide future planning and program decisions by focusing on positive outcomes for families;
- ▶ Broadly reflect the various aspects of Long-Term Family Self-Sufficiency;
- ▶ Be measurable through qualitative and/or quantitative data which is currently available or can be readily generated.

Ideally, data regarding these indicators will be collected for three groups of families in Los Angeles County:

- ▶ Current CalWORKs participants;
- ▶ Former CalWORKs participants; and the
- ▶ General population.

To the extent possible, data will be broken out by race and primary language, and sorted according to the following four geographic levels:

- ▶ Countywide;
- ▶ Service Planning Areas (SPAs);
- ▶ Supervisorial districts; and
- ▶ Communities.

(The geographic definition of "community" will vary, depending on the data available to track each indicator.)

The indicators will be refined and reassessed periodically.

### **C. PROPOSALS**

The New Directions Task Force recommends the adoption of eight (8) key strategies to promote Long-Term Family Self-Sufficiency:

- A. Promoting Self-Sustaining Employment
- B. Ensuring Access to Healthcare
- C. Supporting Stable Housing
- D. Helping Teens Become Self-Sufficient Adults
- E. Promoting Youth Literacy
- F. Curbing Violence
- G. Building Strong Families
- H. Integrating the Human Services Delivery System

To implement these strategies, the New Directions Task Force has developed the specific proposals which follow. However, with respect to those proposals which rely on CalWORKs Performance Incentives funding, the currently guaranteed level of funding is insufficient to sustain full implementation of those proposals over a five-year period. Therefore, the New Directions Task Force recommends that fifty percent (50%) of the Performance Incentives funding for the 14 proposals that each require more than \$1 million/year in Performance Incentives be contingent on continued state funding of CalWORKs Performance Incentives in FY 2000-01 and beyond, at a level sufficient to sustain full implementation of these proposals over a five-year period.

---

## PROMOTING SELF-SUSTAINING EMPLOYMENT

---

*The heart of family self-sufficiency involves earning a sufficient income to not be in poverty and not be dependent on government cash assistance. These proposals are based on the most current national welfare-to-work research literature and the welfare-to-work experience in Los Angeles County. They build on the success of the current GAIN Program, while embodying a more individualized approach to helping CalWORKs participants secure self-sustaining employment.*

**1. Name of Service/Activity: CalWORKs Welfare-to-Work Strategy**

**Lead County Agency: Public Social Services**

**Description:** The current CalWORKs Welfare-to-Work program is very successful in helping participants secure entry-level jobs; however, many participants have been unable to move up to self-sustaining employment. This proposal builds on the success of the current GAIN program, while seeking to more effectively link pre-employment and post-employment services through a more individualized approach to the combination of work, education, and training.

- a) Career Planning and Preparation Seminar: Following the one-day GAIN orientation, participants would engage in a one-week Career Planning and Preparation Seminar for the purpose of developing a career goal which would guide the participant's initial job search and enrollment in any education/training in conjunction with employment. Various education and training providers, including Private Industry Councils, other Welfare-to-Work Grantees, Community Colleges, Adult Schools, and Regional Occupational Centers and Programs, would be available during the seminar to help participants develop a long-term path towards securing a career.
- b) Enhanced Appraisal: During the Career Planning and Preparation Seminar, participants would engage in an appraisal of their interests and skills which would be combined with labor market information regarding available jobs and career opportunities to develop the participant's career goal and related job search strategy.
- c) Targeted Initial Job Search: Participants would initially look for work which either pays a living wage, as defined in the County Code, and/or is in a targeted occupation/industry with documented potential to lead to living-wage employment. Targeted occupations/industries would include those identified

---

## PROMOTING SELF-SUSTAINING EMPLOYMENT

---

through the "Strategic Information and Technical Assistance to Support Targeted Job Creation" (proposed below in Proposal #7). Depending on the individual participant's appraisal and career goal, this targeted initial job search could include part-time employment coupled with education/training as well as full-time employment.

- d) Part-time Work with Educational/Training: Pursuant to the individual participant's career goal and generally following the "Targeted Initial Job Search" described above, many participants will be encouraged to look for part-time work to be combined with education/training. The appropriate education/training would be determined before the search for part-time employment, so that such part-time employment could be coordinated with education/training.
- e) Voluntary Enhanced Motivation: This is a voluntary one-week program for participants who do not secure employment by the end of the three-week Job Club. The program focuses on intense individualized staff support and has produced excellent results on a pilot basis at one Job Club site. Participants who choose not to participate in this one-week program proceed directly to vocational assessment.

**Outcome Area(s):**

Economic Well-Being  
Education & Workforce Readiness

**Measurable Indicators:**

- Adults employed by quarter
  - Annual income under Federal Poverty Level
  - % of family income used for housing
  - Adults earning a living-wage
  - Adult educational attainment of high school diploma, GED, or eighth grade reading level
  - Adult participation in education or vocational training
- Job Club Contractor (Currently Los Angeles County Office of Education)

**Provider:**

**Estimated Annual Costs**

**Single Allocation:**

- a) \$3 million
- b) None (cost included in a) )
- c) None (no additional cost compared to current Job Club)
- d) None (no additional cost compared to current Job Club)
- e) \$1 million

**TOTAL: \$4 million**

**Performance Incentives:**

None

---

## PROMOTING SELF-SUSTAINING EMPLOYMENT

---

- 2. Name of Service/Activity:** **Employer-Linked Education/Training**  
**Lead County Agency:** Public Social Services  
**Description:** A coordinated effort to increase the availability of Employer-Linked Education/Training which is both more accessible to participants, particularly if offered at the worksite, and more likely to result in progression to better paying jobs than other education/training. This effort would include coordinating funding available through the Private Industry Councils/ Workforce Investment Boards, other W-t-W Grantees, Community Colleges, Adult Schools, and Regional Occupational Centers and Programs. CalWORKs Performance Incentives may be needed to fund training for low-income parents in non-CalWORKs families, where other funding streams are not available to support their training. This may be necessary because employers are often unwilling to offer training exclusively for CalWORKs participants. To access Performance Incentives for this purpose, the education/training provider would be required to demonstrate that no other funding was available.
- Outcome Area(s):** Economic Well-Being  
Education & Workforce Readiness
- Measurable Indicators:**
- Annual income under Federal Poverty Level
  - Adults earning a living-wage
  - Adult educational attainment of high school diploma, GED, or eighth grade reading level
  - Adult participation in educational or vocational training
- Provider:** DPSS, Private Industry Councils/Workforce Investment Boards, DOL W-t-W Grantees, Community Colleges, Adult Schools, and Regional Occupational Centers, Programs and Public Library
- Estimated Annual Costs**  
**Single Allocation:** None (Funds administered by various education/training providers will cover costs for CalWORKs participants)
- Performance Incentives:** None for CalWORKs participants; \$5 million for non-CalWORKs needy parents
- 

- 3. Name of Service/Activity:** **Transitional Subsidized Employment/Paid Work Experience**  
**Lead County Agency:** Public Social Services

---

## PROMOTING SELF-SUSTAINING EMPLOYMENT

---

**Description:** Increase utilization of Transitional Subsidized Employment/Paid Work Experience for CalWORKs participants. This could be particularly useful for participants seeking to combine part-time employment with employer-linked education/training. The wage subsidy could come from the CalWORKs grant through grant diversion, PICs and other Department of Labor Welfare-to-Work Grantees, Community College work study, and/or Regional Occupational Centers and Programs. Other related costs, such as employer payroll taxes, could be paid by the employer, by the CalWORKs single allocation or by any of the public education/training programs which could contribute to the wage subsidy itself.

**Outcome Area(s):** Economic Well-Being  
**Measurable Indicators:** → Adults employed by quarter  
→ Annual income under Federal Poverty Level  
→ Adults earning a living-wage

**Provider:** DPSS, Private Industry Councils, DOL W-t-W Grantees, Community Colleges, Regional Occupational Centers and Programs

**Estimated Annual Costs**

**Single Allocation:** Open (see following note)

**Performance Incentives:** None

(Note: Single allocation costs could include employer payroll taxes and the costs of administering a transitional subsidized employment program, to the extent that such costs were not covered through another source. These costs are estimated to be \$100/month per participant.)

---

**4. Name of Service/Activity:** County Apprenticeship Program

**Lead County Agency:** Human Resources

**Description:** The County would establish an apprenticeship program with the goal of enabling CalWORKs participants to secure permanent jobs as County employees. During the apprenticeship period, participants would receive a part-time wage, subsidized through grant diversion and/or potentially other sources, and would participate in training designed to enable them to qualify for and pass a specific County Civil Service exam. A similar program has been implemented by the City of Los Angeles, primarily through the use of Department of Labor Welfare-to-Work Grant Funds. On October 5, 1999, the Board of Supervisors adopted a motion by Supervisor Molina calling for the development of such a program.

---

## PROMOTING SELF-SUSTAINING EMPLOYMENT

---

**Outcome Area(s):** Economic Well-Being  
Education & Workforce Readiness

**Measurable Indicators:** → Adults employed by quarter  
→ Annual income under Federal Poverty Level  
→ % of family income used for housing  
→ Adults earning a living-wage  
→ Adult participation in educational or vocational training

**Provider:** DHR, DPSS, SEIU 660, and Private Industry Councils

**Estimated Annual Costs**

**Single Allocation:** Open (see note)

**Performance Incentives:** None

(Note: The single allocation could pay for employer payroll taxes and the costs of administering an apprenticeship program, to the extent that such costs were not covered through another source. These costs are estimated to be \$100/month per participant.)

---

**5. Name of Service/Activity:** **Business Micro-Loan and Incubator Program for CalWORKs Participants**

**Lead County Agency:** Community Development Commission

**Description:**

- a) Administer a Countywide revolving business micro-loan program for CalWORKs participants. The loan program will require that borrowers meet certain eligibility criteria such as prerequisite education and/or business training. The program may also have a "peer review" component whereby other borrowers review and approve loan applications. The program would resemble the existing County Micro Business Loan Guarantee Program which is only available in unincorporated areas. The program could make loans to an estimated 60 participants annually.
- b) Institute an "incubator without walls" program whereby CalWORKs participants will be able to access free workshops, one-on-one business development training and counseling, clerical, accounting and legal support to promote entrepreneurship. The program could assist an estimated 75 participants annually.

**Outcome Area(s):** Economic Well-Being

**Measurable Indicators:** → Adults employed by quarter  
→ Annual income under Federal Poverty Level  
→ Adults earning a living-wage

**Provider:** CDC

---

## PROMOTING SELF-SUSTAINING EMPLOYMENT

---

**Estimated Annual Costs**

**Single Allocation:** a) \$500,000/year for two years. Evaluate effectiveness before extending.  
b) \$500,000 for two years. Evaluate effectiveness before extending.  
**TOTAL:** \$1 million

**Performance Incentives:** None

---

**6. Name of Service/Activity:** **Housing Relocation Program**

**Lead County Agency:** Public Social Services

**Description:** Currently, there is no program in place to assist CalWORKs participants in relocating closer to employment, child care or public transportation. The Relocation Program is a one-time only program to issue a maximum of \$1,500 plus the cost of appliances, to qualified CalWORKs participants to ensure their success in obtaining/maintaining employment. Participants who are eligible for this payment are CalWORKs participants who have obtained a job or received a documented offer of employment, and need to move closer to work, child care, or public transportation. The payment shall only be made to a participant receiving cash assistance, or who has left cash assistance during the last 12 months due to employment. The subsidy can be used for moving expenses, such as moving truck rental, utility deposits, and security deposit. In addition, participants who need to purchase a stove and/or refrigerator to use at their new residence can receive up to a total of \$405 for that purpose which is the amount allowed by the State to replace a stove and/or refrigerator in the event of a catastrophe.

**Outcome Area(s):** Economic Well-Being

Social & Emotional Well-Being

**Measurable Indicators:**

→ Adults employed by quarters

→ Access to transportation

→ Adults earning a living wage

→ Access to quality child care

→ Parent-child time together

Public Social Services

**Provider:**

**Estimated Annual Costs**

**Single Allocation:** \$7.8 million

**Performance Incentives:** None

---

## PROMOTING SELF-SUSTAINING EMPLOYMENT

---

- 7. Name of Service/Activity:** Strategic Information and Technical Assistance to Support Targeted Job Creation Activities
- Lead County Agency:** Community Development Commission
- Description:** A targeted research effort to link the current and potential occupations of CalWORKs participants, specific growth industries, and economic development efforts. This research would be conducted within the seven economic development regions identified by the Economic Development Corporation. Results would be shared with cities and other entities involved in promoting economic development. The goal is to promote economic development that is likely to directly benefit CalWORKs participants. In addition, this information would contribute to the identification of target occupations/industries for the Targeted Initial Job Search described above in Proposal #1.
- Outcome Area(s):** Economic Well-Being
- Measurable Indicators:**
- Adults employed by quarter
  - Annual income under Federal Poverty Level
  - Adults earning a living-wage
- Provider:** CDC to contract with a research firm
- Estimated Annual Costs**
- Single Allocation:** \$325,000 in Year 1, \$200,000 annually thereafter
- Performance Incentives:** None
- 

- 8. Name of Service/Activity:** Community Economic Development Initiatives
- Lead County Agency:** Community Development Commission
- Description:** Issue a request for proposals to provide community-based organizations with an opportunity to develop and implement creative ways to strengthen a local economy with an emphasis on the creation of jobs paying a living-wage to CalWORKs participants or preparing them for identified job opportunities. An example is the Pacoima Urban Village. Proposers would be required to address how the CalWORKs funding would be used to leverage other resources, such as Welfare-to-Work grants, CDBG funds, and community college instruction dollars. In the CalWORKs Job Creation Plan approved by the Board of Supervisors, \$200,000 from the Job Creation and Investment Fund was already allocated for this purpose. The funds recommended here would be added to those \$200,000.
- Outcome Area(s):** Economic Well-Being

---

## PROMOTING SELF-SUSTAINING EMPLOYMENT

---

**Measurable Indicators:** → Adults employed by quarter  
→ Annual income under Federal poverty level  
→ Adults earning a living wage

**Provider:** CDC to issue an RFP to community-based organizations.

**Estimated Annual Costs**

**Single Allocation:** \$150,000

**Performance Incentives:** \$350,000

---

9. **Name of Service/Activity:** **Mini-Career Centers**

**Lead County Agency:** Community and Senior Services

**Description:** Pursuant to action by the Board of Supervisors on April 20, 1999, CSS will establish a Mini-Career Center in each of the six Service Planning Areas that do not have a Mini-Career Center. Currently, there are two Mini-Career Centers funded by CSS with Department of Labor Welfare-to-Work (WtW) funds. Mini-Career Centers provide employment and post-employment services to both CalWORKs participants and non-custodial parents. The services include career preparation, career path planning, in-depth vocational and personal assessment, case management, mentoring and job coaching, counseling, employment assistance teams, and "off-hours" training and services. The Mini-Career Centers will only exist in collaboration with the One Stop Career Centers, either in a satellite situation or through electronic linkages.

**Outcome Area(s):** Economic Well-Being  
Education & Workforce Readiness

**Measurable Indicators:** → Adults employed by quarter  
→ Annual income under Federal Poverty Level  
→ Adults earning a living wage  
→ Adult participation in education or vocational training

**Provider:** Community and Senior Services

**Estimated Annual Costs**

**Single Allocation:** \$1 million

**Performance Incentives:** \$500,000

---

## ENSURING ACCESS TO HEALTHCARE

---

*Poor health is a significant barrier to long term self-sufficiency among needy families. Many times, families eligible to Medi-Cal or other publically-funded health programs do not access available medical services because of obstacles that prevent them from utilizing those benefits. Some of these obstacles are lack of information, complex eligibility forms and processes, and confusion regarding immigration law. These proposals are designed to help low-income families access existing state and federally-funded health care.*

**10. Name of Service/Activity: Community Outreach to Increase Access to Health Care**

**Lead County Agency: Public Social Services**

**Description:**

This program will include the following components:

- a) Build on 1931(b) Medi-Cal Program outreach efforts to increase enrollment in Medi-Cal and Healthy Families, with contractors focusing on providing linguistically and culturally competent services in the various geographical SPA areas. The current state and federal funding for this outreach program is scheduled to expire on December 31, 1999 under current federal law.
- b) Assist pregnant women to access prenatal care to improve birth outcomes and to provide additional support services (e.g., parenting skills training). Following delivery, this program will include support for breastfeeding through the formation of community-based, breastfeeding support groups for women participating in this program.
- c) Assist families terminated from CalWORKs in obtaining, retaining and accessing health care. Help families identify available low or no-cost services using the "We've Got You Covered" approach developed as part of the Child Medi-Cal Enrollment Project.
- d) Outreach at community events and health fairs, providing information on Medi-Cal and other free or low cost health programs. Provide information on Medi-Cal and other free or low cost health programs via electronic, traditional and ethnic media.
- e) Improve the interdepartmental capacity for tracking individual and family indicators of health and well-being including insurance coverage and health access barriers.

**Outcome Area(s):**

**Measurable Indicators:**

Good Health

- Low birth weight births
- Individuals without health insurance
- Access to health care

**Provider:**

DPSS/DHS/DMH, Existing 1931(b) outreach contractors, new contractors selected via RFP

---

## ENSURING ACCESS TO HEALTHCARE

---

**Estimated Annual Costs**

**Single Allocation:** None  
**Performance Incentives:** a) \$5 million  
b) \$2.2 million  
c) None (see following note)  
d) \$2 million  
e) \$0.8 million  
TOTAL: \$10 million

(Note: \$3 million/year from the standard Medi-Cal allocation, which includes no Net County Cost, will pay for part (c) of this proposal.)

---

- 11. Name of Service/Activity:** **Hotline to Resolve Health Care Access Issues**  
**Lead County Agency:** Public Social Services  
**Description:** Expand the Hotline dedicated solely to health care issues, specifically "fixing" Medi-Cal cases and health care access issues.  
Hours of operation: 7:00 a.m. - 9:00 p.m., M-F  
9:00 a.m. - 2:00 p.m., Saturdays  
Sunday operation hours to be determined
- Outcome Area(s):** Good Health  
**Measurable Indicators:** → Access to health care  
→ Individuals without health insurance  
**Provider:** DPSS to expand existing Hotline staff. DPSS/DHS/DMH to collaborate with community stakeholders on protocols and referral processes.
- Estimated Annual Costs**  
**Single Allocation:** None (see following note)  
**Performance Incentives:** None  
(Note: The cost will be covered through the standard allocation for Medi-Cal administration which includes no Net County Cost.)
- 

- 12. Name of Service Activity:** **Health Care Transportation**  
**Lead County Agency:** Public Social Services  
**Description:** Build a medical transportation component into: (1) CalWORKs transportation needs assessment currently being conducted by the CAO Urban Research Division and UCLA and (2) upcoming work of the Transportation and Human Services Executive Council.

---

## ENSURING ACCESS TO HEALTHCARE

---

**Outcome Area(s):** Good Health  
**Measurable Indicators:** → Access to health care  
**Provider:** DPSS, MTA, CAO Urban Research Division  
**Estimated Annual Costs**  
**Single Allocation:** None (No cost beyond the already-approved cost of the CalWORKs Transportation Needs Assessment)  
**Performance Incentives:** None

---

**13. Name of Service Activity:** **“Health First”**  
**Lead County Agency:** Public Social Services  
**Description:** Identify health status and potential linkage to healthcare programs for all CalWORKs/Medi-Cal/Food Stamp applicants at first DPSS contact. Widely disseminate “We’ve Got You Covered” booklet and posters. Expand availability at County sites, e.g., courts, libraries, schools, etc.

**Outcome Area(s):** Good Health  
**Measurable Indicators:** → Individuals without health insurance  
**Provider:** DPSS  
**Estimated Annual Costs**  
**Single Allocation:** None (see following note)  
**Performance Incentives:** None

(Note: The standard Medi-Cal Allocation, which includes no net County cost, will cover \$500,000 for 800,000 copies of “We’ve Got You Covered” booklets in eight languages for the first year.)

---

## SUPPORTING STABLE HOUSING

---

*Residential stability is a prerequisite to achieving economic well-being for most families. In a housing market with exceptionally high costs and relatively low vacancies, very low-income families face tremendous challenges in achieving such stability. While earning more income is undoubtedly the best "cure" for this problem, families that face homelessness or who are homeless are very poorly situated to take advantage of resources to assist them to find "a job, a better job, a career." These proposals target housing assistance to those CalWORKs families for whom the assistance is most essential: those who have lost or are at risk of losing their housing.*

**14. Name of Service/Activity:** **Transitional Support for Homeless CalWORKs Families**

**Lead County Agency:** Community Development Commission

**Description:**

- a) One-time relocation assistance of up to \$1,500 would be provided to CalWORKs families coming out of publically-funded transitional housing programs. Families must provide proof of emergency need and substantiate that they can maintain their housing for the following six months. Housing counseling would be provided by nonprofit agency. This relocation grant can be used in conjunction with the partial, time-limited subsidy described in the following paragraph.
- b) Partial, time-limited subsidy for previously homeless, working CalWORKs families would be provided for up to 24 months after the family leaves a publically-funded transitional housing program. Families would pay 40% of their income for rent in the first year, with an increase to 50% in the second year. Inspections would be conducted by Housing Authority inspectors. Rent subsidies would be paid up to a cap of a reasonable rent for a comparable unit as defined in the Section 8 program. When possible, referrals to Section 8 or other permanent housing would be made. Nonprofit housing/service agencies serving homeless families would make referrals and provide housing counseling/case management without additional DPSS cost.
- c) Targeted transitional subsidized employment provided for CalWORKs families coming out of publically-funded transitional housing programs, with the goal of supporting the families' transition from emergency housing to stable residence.

**Outcome Area(s):**

**Measurable Indicators:**

**Economic Well-Being**

- % of family income used for housing
- Homeless "episode" within prior 24 months
- Adults employed by quarter

**Provider:**

CDC, DPSS, Housing Authorities, Non-Profit Housing Service Providers, Private Industry Councils, DOL W-t-W Grantees

---

## SUPPORTING STABLE HOUSING

---

**Estimated Annual Costs**

**Single Allocation:**

- a) \$1.5 million
  - b) \$4.3 million in year one and \$7.3 million in year two and each year thereafter
  - c) Open (see note)
- TOTAL: \$8.8 million**

**Performance Incentives:**

None

(Note: Single allocation costs could include employer payroll taxes and the costs of administering a transitional subsidized employment program, to the extent that such costs were not covered through another source. These costs are estimated to be \$100/month per participant.)

---

**15. Name of Service/Activity:**

**Emergency Assistance to Prevent Eviction**

**Lead County Agency:**

Community Development Commission

**Description:**

Rent would be paid to prevent loss of housing by CalWORKs families due to financial hardship, not for lease violations. This once-in-a-lifetime assistance would be for a rent arrearage of up to two months (limited to rent reasonableness standards established for unit size in Tenant-Based program) or \$1,500, whichever is less. Families must provide proof of need, receive housing counseling and be recommended for program by housing counseling agency as likely to have long-term benefit from this assistance. A similar program, known as the L.A. Homeless Initiative Rent Assistance Program, was previously funded and administered by Beyond Shelter on behalf of the Los Angeles Homeless Services Authority.

**Outcome Area(s):**

Economic Well-Being

**Measurable Indicators:**

→ Homeless "episode" within prior 24 months

**Provider:**

Payment by DPSS to landlord upon recommendation by Housing Counselor. Housing Counseling provided by nonprofit/service agency.

**Estimated Annual Costs**

**Single Allocation:**

\$3.75 million

**Performance Incentives:**

None

---

## SUPPORTING STABLE HOUSING

---

- 16. Name of Service/Activity:** **Housing Counseling/Training**  
**Lead County Agency:** Community Development Commission  
**Description:** This proposal involves training for DPSS staff and training/counseling for CalWORKs participants. Training would be provided to DPSS eligibility and GAIN services workers on housing issues which are likely to confront families receiving CalWORKs. For CalWORKs participants, tenant/landlord issues and other housing topics would be covered in a Life Skills module presented as part of Job Search/Job Club. In addition, DPSS could refer families receiving housing assistance from DPSS for individualized housing counseling.
- Outcome Area(s):** Economic Well-Being  
**Measurable Indicators:** → % of family income used for housing  
→ Homeless "episode" within prior 24 months  
**Provider:** Housing Authorities (HAs) or nonprofit housing agencies via subcontract to HAs.
- Estimated Annual Costs**  
**Single Allocation:** \$500,000  
**Performance Incentives:** None

---

## HELPING TEENS BECOME SELF-SUFFICIENT ADULTS

---

*Over 90,000 teenagers in L.A. County are in families receiving CalWORKs; nearly half are in families that have been receiving CalWORKs assistance for at least seven consecutive years. Historically, teens are the one segment of the welfare population that has been ignored in terms of providing services to help them succeed and escape the cycle of poverty. In an effort to help CalWORKs and other low-income teens avoid pregnancy, graduate from high school, read at grade level and reject violence, these proposals were developed to provide the educational tools and life skills that will enable teens to successfully transition into adulthood.*

**17. Name of Service/Activity: Community-Based Teen Services Program**

**Lead County Agency: Public Social Services**

**Description:**

Currently, there is a lack of coordination among efforts to help youth prepare for a future as self-sufficient adults. CalWORKs Performance Incentives offer an opportunity to leverage together public schools, community-based organizations, County departments, other public agencies, and parents and teens themselves to integrate services to help teens avoid pregnancy, graduate from high school, read at grade level, and reject violence. Under this proposal, these partners would engage in a collaborative planning effort in each of 35 targeted High School Attendance Areas throughout the County. An estimated 48% of the CalWORKs families with teens reside in these 35 target High School Attendance Areas, even though those High School Attendance Areas only represent approximately 22% of the total number of High School Attendance Areas in the County. The partners in each target area would identify the most significant needs facing CalWORKs and other youth in their community and would develop a program designed to address those needs. In all 35 areas, the partners would be required to address teen pregnancy and teen substance abuse. The target population would include youths enrolled in middle school and high school, as well as out-of-school youth. Once developed, the program design would be evaluated by a committee comprised of community representatives, representatives of County departments, and one representative each from LACOE and LAUSD.

**Outcome Area(s):**

Good Health  
Safety & Survival  
Economic Well-Being  
Social & Emotional Well-Being  
Education & Workforce Readiness

**Measurable Indicators:**

→ Births to teens

---

## HELPING TEENS BECOME SELF-SUFFICIENT ADULTS

---

- Youth arrests for violent crimes
- Child placement in out-of-home care
- Access to transportation
- Personal behaviors harmful to self or others
- Participation in community activities (voting, volunteering, mentoring, church, etc.)
- Secondary school students reading at grade level
- Teenage high school graduation

(Each local program would be required to address at least three of these measurable outcomes. Of the outcomes addressed by each program, at least one must be births to teens or teenage high school graduation to ensure that Performance Incentives can be used.)

**Provider:** School Districts, Community-Based Organizations, and County Departments

**Estimated Annual Costs**

**Single Allocation:** None

**Performance Incentives:** \$35 million (average costs of \$1 million for each target High School Attendance Area)

---

**18. Name of Service/Activity:** **Services to Teens with Special Needs**

**Lead County Agency:** Public Social Services

**Description:** Some groups of teens have such special needs and are so dispersed geographically that their needs may not be adequately addressed through the Community-Based Teen Services Program. Under this proposal, there would be a separate allocation which would be intended to support services to teens with special needs. Community-based organizations could bid for these funds, and would have to demonstrate that their proposed target populations would not be adequately served through the Community-Based Teen Services Program. In addition, proposers would have to engage in a collaborative planning process with LAUSD, LACOE, and County departments in developing proposals that would leverage existing resources and services. Examples of populations who could be served are Asian-Pacific Islander teens, American Indian teens, and teens with disabilities.

**Outcome Area(s):** Good Health  
Safety & Survival  
Economic Well-Being

---

## HELPING TEENS BECOME SELF-SUFFICIENT ADULTS

---

<b>Measurable Indicators:</b>	Social & Emotional Well-Being Education & Workforce Readiness → Births to teens → Youth arrests for violent crimes → Child placement in out-of-home care → Access to transportation → Personal behaviors harmful to self or others → Participation in community activities (voting, volunteering, mentoring, church, etc.) → Secondary school students reading at grade level → Teenage high school graduation (Each local program would be required to address at least three of these measurable outcomes. Of the outcomes addressed by each program, at least one must be births to teens or teenage high school graduation to ensure that Performance Incentives can be used.)
<b>Provider:</b>	School Districts, Community-Based Organizations, and County Departments
<b><u>Estimated Annual Costs</u></b>	
<b>Single Allocation:</b>	None
<b>Performance Incentives:</b>	\$5 million

---

<b>19. Name of Service/Activity:</b>	<b>Services for Emancipated Foster Youth Who are Parents</b>
<b>Lead County Agency:</b>	Children & Family Services
<b>Description:</b>	The current program administered by DCFS, providing housing, job training and life skills training to youths leaving foster care, would be expanded to accommodate youths leaving foster care who are custodial or non-custodial parents.
<b>Outcome Area(s):</b>	Good Health Social & Emotional Well-Being Education & Workforce Readiness
<b>Measurable Indicators:</b>	→ Teenage high school graduation → Births to teens → Parent-child time together → Personal behaviors harmful to self or others
<b>Provider:</b>	Los Angeles County Dept. of Children and Family Services through contracts with: local community colleges (i.e., L.A. Trade Tech); National Family Life and Education Center; Los Angeles County Public Counsel.

---

## HELPING TEENS BECOME SELF-SUFFICIENT ADULTS

---

**Estimated Annual Costs**

**Single Allocation:** None  
**Performance Incentives:** \$1.1 million

---

**20. Name of Service/Activity:** **Teen Passport to Success**

**Lead County Agency:** Public Social Services

**Description:** Parents who participate in Job Club often express a desire to involve their children in the program. This program would offer CalWORKs parents and their teenage children structured activities focused on the various components of the Passport to Success which is used in Job Club. Components include education, employment, health, and five other areas. Each component will consist of five Saturday activities. All Job Club participants with teens would be offered the opportunity to participate.

**Outcome Area(s):** Good Health  
Safety & Survival  
Social & Emotional Well-Being  
Education & Workforce Readiness

**Measurable Indicators:**

- Births to teens
- Youth arrests for violent crimes
- Personal behaviors harmful to self or others
- Participation in community activities (voting, volunteering, mentoring, church, etc.)
- Secondary school students reading at grade level
- Teenage high school graduation

**Provider:** Job Club Contractor (Currently LACOE)

**Estimated Annual Costs**

**Single Allocation:** \$743,000  
**Performance Incentives:** None

---

**21. Name of Service/Activity:** **Staff Development for Teen Services Providers**

**Lead County Agency:** Health Services

**Description:** Training in best youth development practices for providers of services to adolescents.

**Outcome Area(s):** Good Health  
Social & Emotional Well-Being  
Education & Workforce Readiness

---

## HELPING TEENS BECOME SELF-SUFFICIENT ADULTS

---

**Measurable Indicators:** → Personal behaviors harmful to self and others  
→ Births to teens  
→ Teenage high school graduation

**Provider:** DHS to issue RFP

**Estimated Annual Costs**

**Single Allocation:** None

**Performance Incentives:** \$500,000

---

**22. Name of Service/Activity:** **Services to CaILEARN and Other Teen Parents**

**Lead County Agency:** Public Social Services

**Description:** Services to parenting teens are critical to helping them become responsible, self-sufficient parents. Building on the success of the current CaILEARN program, this proposal would extend and enhance services to teens enrolled in the CaILEARN program and other parenting teens, to assist them in pursuing educational/vocational training and obtaining employment.

- a) Extend CaILEARN case management and job development services to program graduates for six months or until the participant's 20<sup>th</sup> birthday, whichever occurs first, to increase the teen's chances of securing employment; enrolling in a vocational training/college program; retaining employment; and attaining self-sufficiency.
- b) Fund career counselors to work at family resource centers and AFLP/CaILEARN sites to assist teen parents with educational challenges in planning fruitful career paths. Services are: job training and placement, vocational education resources, ESL support, and related services.

**Outcome Area(s):** Education & Workforce Readiness

**Measurable Indicators:** → Teenage high school graduation  
→ Mother's educational attainment at child's birth  
→ Elementary and secondary students reading at grade level  
→ High school graduation among mothers who gave birth before graduating high school

**Provider:** CaILEARN contractors, School Districts, Service Delivery Areas, and other education and training providers

**Estimated Annual Costs**

**Single Allocation:**

a) \$600,000

b) \$900,000

**TOTAL:** \$1.5 million

---

---

## HELPING TEENS BECOME SELF-SUFFICIENT ADULTS

---

---

**Performance Incentives:** a) None  
b) \$900,000  
**TOTAL:** \$900,000

---

---

**23. Name of Service/Activity:** **Youth Jobs**

**Lead County Agency:** Community and Senior Services

**Description:** This program is the successor to the current JTPA Summer Youth programs that will provide paid work-based learning opportunities for 9,000 CalWORKs youths in Los Angeles County coupled with functional basic skills, career planning, employment, employment readiness skills, and job placement (includes summer jobs, retail management, library jobs, transportation foundation and LA Youth at Work). First priority for these opportunities would go to CalWORKs teen parents.

**Outcome Area(s):** Education & Workforce Readiness

**Measurable Indicators:**

- Elementary and secondary school students reading at grade level
- Teenage high school graduation
- Mother's educational attainment at child's birth

**Provider:**

**Estimated Annual Costs**

**Single Allocation:**

None

**Performance Incentives:**

\$13.5 million

---

## PROMOTING YOUTH LITERACY

---

*A major barrier to becoming self-sufficient and sustaining employment is poor reading ability. There is a heavy concentration of people with low literacy skills among people dependent upon public assistance and other low-income people. Poor literacy can be an intergenerational problem, whereby poor literacy among parents can lead to poor literacy among children. The literacy programs recommended below will assist low-income children and youth to acquire the basic skills they need to become self-sufficient adults.*

**24. Name of Service/Activity: Public Library Services for Children and Youth**

**Lead County Agency:** Public Library

**Description:**

- a) Support the expansion of After-School Library Homework Assistance Centers. Costs include staff, computers and educational materials.
- b) Fund a public relations campaign to encourage teens to obtain library cards.
- c) Public Library will provide books, reading motivation activities and reading promotions for children enrolled in after school-enrichment programs.

**Outcome Area(s):**

Education & Workforce Readiness

**Measurable Indicators:**

- Elementary and secondary school students reading at grade level
- Teenage high school graduation

**Provider:**

County of Los Angeles Public Library  
City of Los Angeles Public Library  
Selected Schools

**Estimated Annual Costs**

**Single Allocation:**

- a) None
  - b) None
  - c) \$127,000 in year one; \$31,000 each year thereafter.
- TOTAL: \$127,000 in year one; \$31,000 each year thereafter.

**Performance Incentives:**

- a) \$300,000
  - b) \$200,000
  - c) \$21,000
- TOTAL: \$521,000

---

**25. Name of Service/Activity: Operation READ**

**Lead County Agency:** Probation Department

**Description:**

This is an after school program which will help raise the low literacy level of neglected, abused and delinquent youth in the care of the County. This early intervention effort will give youth the

---

## PROMOTING YOUTH LITERACY

---

tools needed to become self-sufficient rather than dependent upon County resources at later stages in their lives. The services will be provided by 150 stipended tutors who are college students. The training component will be conducted by the County Library.

**Outcome Area(s):**

Safety & Survival

Education & Workforce Readiness

**Measurable Indicators:**

→ Teenage high school graduation

→ Secondary school students reading at grade level

→ Juvenile probation violations

→ Youth arrests for violent crimes

**Provider:**

Department of Probation, Department of Children and Family Services, County Public Library, LACOE, Community Colleges

**Estimated Annual Costs**

**Single Allocation:**

None

**Performance Incentives:**

\$790,000

---

## CURBING VIOLENCE

---

*Children, youth, and families have a right to live in safety. However, violence is too often a fact of life in low-income communities. These proposals build on existing efforts to curb two types of violence that are especially destructive to families: (1) domestic violence; and (2) violence perpetrated by and/or directed against youth.*

- 26. Name of Service/Activity:** **Safe Places**
- Lead County Agency:** County Office of Education
- Description:** Establish places of safety within the community for children and youth, including neighborhood community agencies, schools, preschools, nurseries, churches, parks and County buildings, during non-school hours and on weekends. Include ways of ensuring safe passage to and from schools and other locations for children and families. The facility would be open from 6:00 a.m. to 9:00 p.m., Monday through Saturday. Various human services agencies should be invited to co-locate at the facility. County department involvement should come from Children and Family Services, Public Social Services, Mental Health, Probation, Community and Senior Services, Parks, and the Public Library.
- Outcome Area(s):** Good Health  
Safety & Survival  
Social & Emotional Well-Being  
Education & Workforce Readiness
- Measurable Indicators:**
- Youth arrests for violent crimes
  - Births to teens
  - Teenage high school graduation
  - Personal behaviors harmful to self or others
- Provider:** Organizations which operate existing facilities designated by each SPA and other organizations operating similar facilities.
- Estimated Annual Costs**
- Single Allocation:** None
- Performance Incentives:** \$4.8 million (\$300,000 would be allocated to pay for adult supervision and facilities costs at two safe places in each SPA. Additional funds would be allocated proportionate to the number of families receiving CalWORKs in each SPA.)

- 
- 27. Name of Service/Activity:** **DART/STOP For CalWORKs Families**
- Lead County Agency:** Community and Senior Services
- Description:** Both the Los Angeles Police Department and the Sheriff's Department have established emergency response teams in some

---

## CURBING VIOLENCE

---

areas to respond to domestic violence calls. The LAPD program is DART (Domestic Abuse Response Team), and the Sheriff's Department's program is S.T.O.P. (Safety Through Our Perseverance). Under this proposal, the existing CalWORKs Domestic Violence Program would be linked to DART and STOP to facilitate access to services for CalWORKs participants who are victims of domestic violence. As part of this linkage, the CalWORKs single allocation would be used to pay for the costs of DART and STOP emergency response teams that are attributable to aided adults on CalWORKs. This should enable both DART and STOP to expand.

<b>Outcome Area(s):</b>	Safety & Survival Social & Emotional Well-Being
<b>Measurable Indicators:</b>	→ Domestic violence incidents → Personal behaviors harmful to self or others
<b>Provider:</b>	Sheriff's Department and the Los Angeles Police Department
<b><u>Estimated Annual Costs</u></b>	
<b>Single Allocation:</b>	Open (pending data on the number of CalWORKs participants served through DART/STOP)
<b>Performance Incentives:</b>	None

---

<b>28. Name of Service/Activity:</b>	<b>Domestic Violence Prevention</b>
<b>Lead County Agency:</b>	Community and Senior Services
<b>Description:</b>	a) Hire experts to help preview and select the best assessment tool for CalWORKs welfare-to-work participants to discover their risk of domestic violence (DV). Participants to take risk test and learn more about their risk of being a victim of domestic violence and what to do about it. Develop process for this assessment tool to be integrated into the CalWORKs welfare-to-work program. b) Hire experts to use available criminal records to discover what seems to be associated with DV batterers stopping abuse. Experts to review records to determine variables associated with DV batterers stopping their abuse. c) Contract with DV Prevention Agencies to develop, deliver, and distribute a Teen Domestic Violence Relationship Curriculum which empowers teens with information to identify, prevent and stop domestic violence.
<b>Outcome Area(s):</b>	Safety & Survival Social & Emotional Well-Being

---

## CURBING VIOLENCE

---

**Measurable Indicators:** → Personal behaviors harmful to self and others  
→ Domestic violence incidents

**Provider:** Community and Senior Services, Domestic Violence Service Providers and Researchers

**Estimated Annual Costs**

**Single Allocation:** a) One-Time Cost - \$50,000  
b) None  
c) None  
TOTAL: \$50,000

**Performance Incentives:** a) None  
b) One Time Cost - \$100,000  
c) \$500,000  
TOTAL: \$600,000

---

**29. Name of Service/Activity:** **School-Based Probation Supervision**

**Lead County Agency:** Probation

**Description:** Juvenile Probation Officers are currently required to supervise 150 juvenile probationers who live at home. This caseload is too high to support effective supervision and prevents Probation Officers from being sufficiently linked to schools and other organizations involved in serving juvenile probationers. Under this recommendation, additional Juvenile Probation Officers would be hired to reduce the juvenile probation caseload to 75, which was the caseload prior to budget cuts in 1981 which forced the increase to 150. With the reduced caseload, the juvenile probation cases in each school would be assigned to the same Probation Officer and the relationship between the Probation Officer and the schools would be substantially enhanced.

**Outcome Area(s):** Good Health  
Safety & Survival  
Education & Workforce Readiness

**Measurable Indicators:** → Juvenile Probation violations  
→ Youth arrests for violent crimes  
→ Secondary students reading at grade level  
→ Teenage high school graduation  
→ Births to teens  
→ Child placement in out-of-home care

**Provider:** Probation Department

---

## CURBING VIOLENCE

---

**Estimated Annual Costs**

**Single Allocation:**

None

**Performance Incentives:**

\$4.2 million, plus \$300,000 one-time cost

---

**30. Name of Service/Activity:** **Support Group for the Families of Children Aged 11-18 on Probation**

**Lead County Agency:**

Probation

**Description:**

The North Valley Urban Village Initiative (NEVUVI) proposes to organize the families of 50 youth who are on probation into a mutual support group that will focus on: children succeeding in school; youths successfully completing post-secondary education; adults qualifying for the workforce as measured by SCANS; and annual per capita income of at least \$10,000. This family support group will complement services currently offered by NEVUVI to youth probationers themselves.

**Outcome Area(s):**

Safety & Survival

Education & Workforce Readiness

**Measurable Indicators:**

→ Elementary and secondary students reading at grade level

→ Teenage high school graduation

→ Juvenile probation violations

**Provider:**

Amendment of Probation's contract with Cal State University Northridge (CSUN) under which NEVUVI serves the youth probationers

- Department of Probation

- CSUN

- Mission College

- LAUSD

**Estimated Annual Costs**

**Single Allocation:**

None

**Performance Incentives:**

\$150,000

---

## BUILDING STRONG FAMILIES

---

*Strong families are a prerequisite to self-sufficient families. Low-income families need a range of supports to become and remain strong. Some families only need help with basic needs, some face specific risks to family stability, and some must confront serious dysfunction, such as child abuse and neglect. These proposals address a range of challenges faced by specific groups of low-income families.*

**31. Name of Service/Activity:** Strategic Support for Child Care

**Lead County Agency:** Public Social Services

**Description:**

There is an enormous unmet need for child care for children who are not eligible to CalWORKs child care, and this need far exceeds available CalWORKs funding. However, performance incentives can be used to address two very specific needs:

a) There is a group of CalWORKs children whose caregiver is a relative, such as an aunt or a grandmother, who does not receive CalWORKs for herself/himself. Currently, these unaided relative caregivers cannot receive CalWORKs child care, and this can interfere with the relative's ability to work and/or continue caring for the child. To solve this problem, performance incentives would be used to pay for child care for children receiving CalWORKs when the caregiver is a non-parent relative who is (1) not aided on CalWORKs, (2) employed, (3) low income, and (4) not eligible for child care from DCFS.

b) There is a severe shortage of evening, night, and weekend child care. The Los Angeles County Child Care Capacity Grant and Loan Program (CCGLP) will be able to increase the availability of evening, night, and weekend child care; however, the CCGLP will not be able to pay for the ongoing costs of such child care. Thus, an evening, night, or weekend child care provider who receives initial assistance from the CCGLP will be dependent for ongoing operational revenue on parent fees, CalWORKs child care for CalWORKs children, and other, limited subsidies for non-CalWORKs low-income children. To help insure that these providers of off-hour care can continue operating, performance incentives could be used to subsidize the ongoing monthly cost of evening, night, or weekend child care for low-income children enrolled in those facilities assisted by the CCGLP.

**Outcome Area(s):**

**Measurable Indicators:**

**Provider:**

Social & Emotional Well-Being

→ Access to quality child care

DPSS would amend current stage 1 child care contracts with Resource and Referral agencies.

---

## BUILDING STRONG FAMILIES

---

**Estimated Annual Costs**

**Single Allocation:** None  
**Performance Incentives:** a) \$5 million  
b) \$5 million  
**TOTAL:** \$10 million

---

**32. Name of Service/Activity:** **Federal Family Support Services Network**

**Lead County Agency:** Public Social Services

**Description:** With funding from the Federal Family Support program, 27 collaboratives which include over 600 non-profit and public agency partners have been formed to focus on the following five family support priorities: (1) enrichment activities for youth, (2) child care, (3) community safety, (4) job training and support, and (5) access to health care. The goals of the family support program are closely aligned with the measurable indicators of Long-Term Family Self-Sufficiency. Furthermore, the community-based network providers which are spread throughout all eight Service Planning Areas in the County represent a very significant initiative to build community-based, integrated human services. Under this proposal, Federal TANF funds would be used to augment the estimated \$9 million/year in Federal Family Support funds that will be available from October 2000 - September 2002. DPSS and DCFS would issue a joint RFP which would combine Federal TANF funds with Federal Family Support funds. Existing family support collaboratives as well as newly proposed collaboratives would be eligible to compete through this RFP.

**Outcome Area(s):**

**Measurable Indicators:**

Indicators to be identified by each collaborative seeking funding.  
→ Each collaborative seeking funding would be asked to identify the indicators of Long-Term Family Self-Sufficiency which it wanted to target. The list of indicators which a collaborative could target could be restricted through the RFP process, if it was determined that certain indicators would be sufficiently addressed by other initiatives approved as part of the Long-Term Family Self-Sufficiency Plan.

**Provider:**

DPSS and DCFS would contract with lead agencies for community collaboratives. Most family support lead agencies are currently community-based non-profit organizations; some lead agencies are public agencies.

---

## BUILDING STRONG FAMILIES

---

**Estimated Annual Costs**

**Single Allocation:**

None

**Performance Incentives:**

\$9 million/year for two years from October 2000 - September 2002

---

**33. Name of Service/Activity: Family Preservation**

**Lead County Agency:**

Children and Family Services

**Description:**

Family Preservation is a current program authorized under federal and State law whose purpose is to enable families where there has been child abuse or neglect to care for their own children, as an alternative to placing the children in out-of-home care. The current annual allocation for family preservation is \$18.8 million. Under this proposal, funding for family preservation would almost double in order to: a) expand Family Preservation services to communities that do not currently have Family Preservation Networks; b) provide funding for zip codes that were missed in communities where Family Preservation is already established; c) increase the availability of family preservation services to probation youth and their families; d) provide funding for an Asian/Pacific Family Preservation Network and American Indian Family Preservation Network; and, e) increase capacity for services to deaf clients and the medically fragile.

**Outcome Area(s):**

Safety & Survival

Social & Emotional Well-Being

**Measurable Indicators:**

→ Child placement in out-of-home care

→ Juvenile Probation violations

→ Successful minor/family reunification after out-of-home placement

→ Parent-child time together

→ Participation in community activities

**Provider:**

\* Expansion to new communities will require an RFP and a bid process

\* RFP is necessary for an Asian Pacific Family Preservation Network and American Indian Family Preservation Network

\* Existing and Expansion Family Preservation Networks could provide services to the deaf population and the medically fragile

\* Probation services provided by existing and expansion Community Family Preservation Networks (CFPN)

\* Missed zip codes funding would go to existing CFPNs

---

## BUILDING STRONG FAMILIES

---

### Estimated Annual Costs

**Single Allocation:**

None

**Performance Incentives:**

- a) Expansion - \$6.7 million
  - b) Missed Zip codes - \$1.8 million
  - c) Probation Increase - \$6.4 million
  - d) Asian/Pacific Network - \$700,000  
American Indian Network - \$350,000
  - e) Deaf Services - \$350,000  
Medically fragile - \$700,000
- TOTAL: \$17 million**
- 

**34. Name of Service/Activity: Home Visitation Program**

**Lead County Agency:**

Health Services

**Description:**

- a) This is a program for CalWORKs participants who are young, first-time pregnant and new mothers based on a model with demonstrated effectiveness in improving child health and development, maternal well-being and family self-sufficiency. The program has been demonstrated to be cost-effective when targeted to high-risk mothers. The program is staffed by Public Health Nurses who make home visits at specified intervals beginning during the young mother's pregnancy and continuing through the child's second birthday. Services include an initial family assessment, parenting education and support, and linkages to other needed services.
- b) Home visiting and case management programs would target CalWORKs and former CalWORKs participants who are pregnant or new mothers. These programs are designed to improve maternal health and well-being, improve infant and early childhood health and development, increase access to health services, and improve family stability. Services would be delivered by community-based workers using established models. Given the limited data on the effectiveness of these models, the programs would include an evaluation component after one-two years and only those programs with documented effectiveness would be supported with ongoing funding.

**Outcome Area(s):**

Good Health  
Economic Well-Being  
Education & Workforce Readiness

---

## BUILDING STRONG FAMILIES

---

**Measurable Indicators:** → Low birth weight births  
→ High school graduation among mothers who gave birth before graduating high school  
→ Adults earning a living-wage  
→ Infant mortality

**Provider:** DHS, community-based organizations

**Estimated Annual Costs**

**Single Allocation:** None

**Performance Incentives:** a) \$7.5 million after full implementation in all eight SPAs  
b) \$3 million annually for two years; subsequent years contingent on evaluation

---

**35. Name of Service/Activity:** **Peer Self-Help Support Groups**

**Lead County Agency:** Mental Health

**Description:** Peer Self-Help Support Groups would provide CalWORKs participants and their families with opportunities to modify behaviors through group participation and provide support for all age groups within a family.

**Outcome Area(s):** All

**Measurable Indicators:** All

**Provider:** DMH would contract with providers

**Estimated Annual Costs**

**Single Allocation:** One-Time Cost - \$275,000

**Performance Incentives:** None

---

**36. Name of Service/Activity:** **Support and Therapeutic Options Program (STOP)**

**Lead County Agency:** Children and Family Services

**Description:** STOP is a State-funded program requiring a 30% County match. The target population is children/youth (through 18) and their families who require supportive and therapeutic services to prevent entry or re-entry into out-of-home placement through Child Welfare or Probation systems and who cannot access such services through existing funding sources. In Los Angeles County four components of STOP have been developed: 1) Wraparound which will assist in keeping children out of placement and in the community by augmenting the current flat case rate for the Wraparound Services program, where such an augmentation is necessary based on an individualized assessment and services identified in the Child and Family Plan; 2) Probation Day Treatment

---

## BUILDING STRONG FAMILIES

---

which will assist in keeping children out of placement and in the community by providing supportive services to children on probation who live at home that can include day treatment, family counseling, crisis intervention, community linkages, education services and case management; 3) DMH Family Preservation which will assist in keeping children out of placement, with their families and in the community by providing mental health services as required; and 4) Aftercare For Reintroducing Youth into Families and Communities which will assist in decreasing the length of stay in groupcare, preventing a return to group home care by providing continuity of services after discharge and ensuring effective and integrated use of community resources.

**Outcome Area(s):**

**Measurable Indicators:**

Safety & Survival

→ Child placement in out-of-home care

→ Successful minor/family reunification after out-of-home placement

**Provider:**

Children and Family Services, Mental Health, and Probation

**Estimated Annual Costs**

**Single Allocation:**

None

**Performance Incentives:**

\$1.2 million

---

## INTEGRATING THE HUMAN SERVICES DELIVERY SYSTEM

---

*The current human services delivery system is fundamentally fragmented. This fragmentation prevents services to families from being nearly as effective as they could be, if various services were effectively integrated. The implementation of federal and state welfare reform has significantly stimulated the integration of human services in Los Angeles County. The CalWORKs program requires an unprecedented level of collaboration among various human services agencies and this collaboration has had a significant impact, both within the CalWORKs program and beyond. This Long-Term Family Self-Sufficiency Plan provides an ideal opportunity to further the integration of human services, by enhancing the integration of such services for CalWORKs families, and promoting the broader integration of the human services delivery system through targeted utilization of CalWORKs Performance Incentives. These proposals seek to make existing systems function more effectively, promote the integration of various services and systems, and support the development of an integrated services infrastructure.*

**37. Name of Service/Activity: School Attendance Areas**

**Lead County Agency:** Chief Administrative Office (Urban Research Division)

**Description:** The Board of Supervisors would designate elementary, middle and high school attendance areas as the common Countywide geographic unit for health and human services within Service Planning Areas (SPAs). Designation of this common geographic unit would facilitate interagency coordination in service delivery, as designation of the SPAs has promoted coordinated planning. Each agency would be free to utilize these boundaries as it deemed appropriate in relation to individual programs. To implement this designation, all School Attendance Areas would have to be digitally coded so that each agency's computer system could identify clients/participants by the School Attendance Areas in which they live. In LAUSD, the Health and Human Services Planning boundaries designated by the District, which closely correspond to high school attendance areas, would be used in lieu of actual high school attendance areas.

**Outcome Area(s):** All

**Measurable Indicators:** All

**Provider:** CAO Urban Research Division in collaboration with LACOE and LAUSD

**Estimated Annual Costs**

**Single Allocation:** One-Time Cost - \$100,000

**Performance Incentives:** None

---

## INTEGRATING THE HUMAN SERVICES DELIVERY SYSTEM

---

**38. Name of Service/Activity:** **Multi-Disciplinary Family Inventory and Case Planning Teams**

**Lead County Agency:** Public Social Services

**Description:** As part of the standard sequence of welfare-to-work activities, each CalWORKs participant would engage in a Family Inventory between orientation and the newly-proposed Career Planning and Preparation Seminar which will precede Job Club, or as part of the Career Planning and Preparation Seminar. This family inventory would be strength-based and would identify the family's human services needs, as well as the family's existing involvement with other County services, such as Probation or DCFS. The inventory could also be administered to a CalWORKs participant at any other time that the GAIN Services worker determined it to be appropriate.

To administer the inventory, at least one multi-disciplinary team would be established in each Service Planning Area. The team would be comprised of a GAIN Services Worker (DPSS), Children's Social Worker (DCFS), Public Health Nurse (DHS), Deputy Probation Officer (Probation Department), Mental Health Professional (DMH), and School Counselor (LACOE/LAUSD). All members would be jointly trained to administer the Family Inventory and one member of the team would administer the inventory with each family. For those families having human services needs beyond traditional welfare-to-work services, such as job search, education and training, the team would work with the participant and any already-assigned case managers to develop an Integrated Case Plan, and designate a lead agency responsible for monitoring implementation of that plan.

**Outcome Area(s):** All

**Measurable Indicators:** All

**Provider:** DPSS, DHS, DMH, DCFS, Probation, LACOE, LAUSD

**Estimated Annual Costs**

**Single Allocation:** \$7 million

**Performance Incentives:** None

---

**39. Name of Service/Activity:** **County Family Resource Centers**

**Lead County Agency:** New Directions Task Force

---

## INTEGRATING THE HUMAN SERVICES DELIVERY SYSTEM

---

**Description:**

- a) In 16 areas of the County where there is a high concentration of families receiving CalWORKs, a County Family Resource Center (FRC) would be established. Eight FRCs would be established during fiscal year 2000-01; eight additional FRCs would be established during fiscal year 2001-02. Each center would include workers from the following departments: DPSS, DCFS, DHS, Probation, and DMH in addition to staff from the school district in which the FRC is located. Other County departments could co-locate at one or more centers at their option. The workers at the FRC would be responsible for serving a common geographic area, which would be defined as one or more School Attendance Areas. The FRC would specifically serve high-need families receiving services from at least three of the six agencies at each FRC. (The school district would only count as one of the three service agencies if the district was providing special services to a member of the family.) The FRCs could be located at existing integrated services sites, such as Healthy Start or Family & Youth Activity Centers, current County offices or school sites, or new facilities. Positive experience at these FRCs could lead to the creation of additional County FRCs elsewhere in the County.
- b) To function effectively at the Family Resource Centers, Deputy Probation Officers responsible for adult probationers receiving CalWORKs need a caseload that is much lower than the standard adult probation caseload of 1000:1. The Probation Department has implemented a limited pilot at two locations with a caseload of 50 adult probationers on CalWORKs per Deputy Probation Officer. Under this proposal, the Deputy Probation Officer assigned to each of the 16 Family Resource Centers would have a caseload of 50 CalWORKs participants.

**Outcome Area(s):**

All

**Measurable Indicators:**

All

**Provider:**

DPSS, DMH, DCFS, Probation, DHS, School Districts

**Estimated Annual Costs**

**Single Allocation:**

a) \$100,000 (see following note)

b) \$1.25 million

**TOTAL: \$1.35 million**

**Performance Incentives:** None

(Note: Each Department would bear its own staff costs, except as indicated above for the Probation Department, since current staff would be reassigned to serve clients in a particular geographic area. Facility costs would be shared among participating departments.)

---

## INTEGRATING THE HUMAN SERVICES DELIVERY SYSTEM

---

- 40. Name of Service/Activity:** **Strategic Planning Data Center**  
**Lead County Agency:** Chief Administrative Office  
**Description:** The Center would promote the sharing and analysis of data across County departments and with organizations outside of County government with two goals: (1) enable policy decisions to be based on data; and (2) rigorous tracking of program effectiveness. Among other functions, the Center would coordinate collection and analysis of data related to the indicators of Long-Term Family Self-Sufficiency contained in this plan. More generally, the Center's functions would include:
- continuously providing essential data, including population demographics; links between population data and departmental administrative data on service needs and utilization; resource tracking and data on results and effectiveness
  - teaching people within departments, agencies, and outside organizations how to use data for planning and tracking outcomes, projecting service utilization, assessing changing needs, mapping community resources and assets, and evaluating the effectiveness of services
  - disaggregating data by ethnic groups, geography, and administrative districts
  - synthesizing data across public and private sectors and the communities of Los Angeles County.
- Staff for the Center would be divided between the Children's Planning Council and Chief Administrative Office.
- Outcome Area(s):** All  
**Measurable Indicators:** All  
**Provider:** Chief Administrative Office and Children's Planning Council  
**Estimated Annual Costs**  
**Single Allocation:** None  
**Performance Incentives:** \$575,000
- 

- 41. Name of Service Activity:** **Service Planning Area Council Staff and Technical Assistance**  
**Lead County Agency:** Children's Planning Council  
**Description:** Since their initial creation, the nine Service Planning Area Councils (SPACs) have progressively assumed more and more responsibilities, including active participation in the Long-Term Family Self-Sufficiency Planning Process. To continue their work, the SPA Councils need a substantial increase in the part-time staff

---

## INTEGRATING THE HUMAN SERVICES DELIVERY SYSTEM

---

support which they each currently receive. Under this proposal, each SPA Council would receive additional professional staff support, first-time-ever support staff, and increased access to capacity-building technical assistance.

**Outcome Area(s):** All  
**Measurable Indicators:** All  
**Provider:** Children's Planning Council  
**Estimated Annual Costs**  
**Single Allocation:** None  
**Performance Incentives:** \$637,000/year for two years, effective January 2000

---

- 42. Name of Service/Activity:** **CalWORKs Systems Review**  
**Lead County Agency:** Public Social Services  
**Description:** Effective October 2000, DPSS will contract with an independent firm to conduct a comprehensive six-month review of the operational systems which are part of or otherwise impact the CalWORKs program. The review will include systems within DPSS, systems within contract and partner agencies, and the linkages between them. The review will focus on the ways in which existing operational systems enhance and/or impede the effective implementation of CalWORKs.
- Outcome Area(s):** All  
**Measurable Indicators:** All  
**Provider:** Contractor to be selected through a competitive process  
**Estimated Annual Cost:**  
**Single Allocation:** One-time: \$500,000  
**Performance Incentives:** None
- 

- 43. Name of Service/Activity:** **New Directions Long-Term Family Self-Sufficiency Committee**  
**Lead County Agency:** New Directions Task Force  
**Description:** The New Directions Task Force will establish a standing committee to address implementation of the Long-Term Family Self-Sufficiency Plan. The committee will be comprised of representatives of County departments and agencies, other public agencies, SPA councils, service providers, community advocates, and consumers of County human services.
- Outcome Area(s):** All  
**Measurable Indicators:** All

---

## INTEGRATING THE HUMAN SERVICES DELIVERY SYSTEM

---

**Provider:** New Directions Task Force  
**Estimated Annual Cost:**  
**Single Allocation:** None (Existing county staff will participate on this Committee)  
**Performance Incentives:** None

---

**44. Name of Service/Activity:** **CalWORKs Case Management**  
**Lead County Agency:** Public Social Services  
**Description:** Implementation of this Long-Term Family Self-Sufficiency Plan will expand the case management services needed by CalWORKs families. In addition, the pending implementation of the Workforce Investment Act will substantially modify the workforce development system, which will also impact the case management services available to CalWORKs families through providers other than DPSS. These changes will be in addition to changes in the case management needs of CalWORKs families, as the range of services available in CalWORKs has expanded, e.g., substance abuse, mental health, domestic violence, and the number of full-time employed participants has increased. This combination of changes necessitates a comprehensive assessment of the case management services which CalWORKs families need in relation to the case management services currently provided by DPSS and various other providers. This assessment should specifically address case management services for employed CalWORKs participants and the appropriate caseload size for GAIN Services Workers. To conduct this assessment and to develop recommendations, DPSS should convene a group of all other organizations providing case management services to CalWORKs participants, plus other key stake holders.

**Outcome Area(s):** All  
**Measurable Indicators:** All  
**Provider:** DPSS to Lead  
**Estimated Annual Costs**  
**Single Allocation:** None at present (Existing DPSS staff will lead this workgroup)  
**Performance Incentives:** None

---

**45. Name of Service/Activity:** **TranStar Enhancement**  
**Lead County Agency:** Public Social Services  
**Description:** TranStar is the state-of-the-art trip planning software which is being installed in all CalWORKs and GAIN offices. Under this

---

## **INTEGRATING THE HUMAN SERVICES DELIVERY SYSTEM**

---

proposal, this system would be enhanced in two ways: (1) additional landmarks, such as child care centers and DPSS offices, would be coded into the system; and (2) the system would be translated into Armenian, Cambodian, and Vietnamese.

**Outcome Area(s):** Economic Well-Being  
**Measurable Indicators:** → Access to transportation  
**Provider:** Southern California Association of Governments (SCAG)  
**Estimated Annual Costs**  
**Single Allocation:** One-Time Cost - \$215,000  
**Performance Incentives:** None

---

**46. Name of Service/Activity:** **Long-Term Family Self-Sufficiency Evaluation**  
**Lead County Agency:** Chief Administrative Office (Strategic Planning Data Center)  
**Description:** The Long-Term Family Self-Sufficiency Plan is intended to positively impact an array of measurable indicators. It is imperative that the effectiveness of the various proposals and services included in the Plan be rigorously evaluated both to track progress and to guide future programmatic, fiscal and operational decisions. This proposal would set aside funding for the development of such a comprehensive evaluation plan, which would include operationalizing each of the measurable indicators, compiling and analyzing available data, and developing and implementing an evaluation plan for each of the approved proposals (unless such an evaluation plan is already in place).

**Outcome Area(s):** All  
**Measurable Indicators:** All  
**Provider:** New Directions Task Force Agencies, Research Contractors, Strategic Planning Data Center

**Estimated Annual Costs**  
**Single Allocation:** \$1 million  
**Performance Incentives:** \$2 million

### **III. PERFORMANCE INCENTIVES FUNDING AND USAGE**

#### **A. TRUST FUND**

In response to the Board motion on April 13, 1999, the Auditor-Controller established the Performance Incentives Trust Fund. The Performance Incentives funds already received by the County, as well as all future Performance Incentives funds, are deposited into that account. As instructed by the Board, interest earnings on those funds remain in the Trust Fund to fund CalWORKs or Temporary Assistance for Needy Families (TANF) eligible services. The balance in the Performance Incentives Trust Fund is currently \$154,357,952 which includes interest earnings identified by the Auditor-Controller.

To date, no expenditures have actually been charged against the Performance Incentives Trust Fund. However, the Board of Supervisors has committed a total of \$58.8 million in Performance Incentives funding:

- ▶ Approximately \$45.3 million through June 30, 2002 for the After School Enrichment Program (the remaining \$29.2 million of the total \$74.5 million projected cost of this program will be covered by the CalWORKs Single Allocation); and
- ▶ \$13.5 million to fund Emergency Assistance services provided by the Department of Children and Family Services, as reflected in the 1999-2000 Adopted Budget.

#### **B. FUTURE FUNDING**

DPSS estimates that, by June 30, 2000, the County will earn an additional \$225 million in Performance Incentives funds, consistent with provisions of the 1999-2000 State budget. This will bring the County's total Performance Incentives funding to \$366.5 million through fiscal year 1999-2000. In addition to this amount, the County will receive further Performance Incentives for grant savings attributable to participants who have or will exit the CalWORKs program due to employment between January 1998 and June 2000. These funds were included in the 1998-99 and 1999-2000 State Budgets but have not yet been distributed to counties. The actual amount Los Angeles County will earn is not yet known.

With respect to Performance Incentives that will be earned in future fiscal years, the current Performance Incentives formula is in State law; however, it is likely that the formula will be modified in the future to reduce Performance Incentives received by counties. Such a reduction is likely because:

- ▶ The total amount of Performance Incentives earned by counties to date is much higher than anticipated when the law was enacted in August 1997;
- ▶ In fiscal year 2000-01, counties will be funded for CalWORKs Employment Services based on each county's projected costs which will likely reduce funding available for Performance Incentives;

- ▶ In February 1999, the Legislative Analyst's Office recommended a 50 percent reduction in incentives due to grant savings for participants who secure employment but continue receiving a partial CalWORKs grant. This recommendation was favorably received by both the Assembly and Senate Budget Committees in 1999, but was ultimately not included in the 1999-2000 State Budget.

In addition to the Performance Incentives that will be earned through June 2000, DPSS projects that the most likely level of Performance Incentives earnings in fiscal year 2000-2001 and beyond is 50 percent of current earnings or approximately \$75 million annually. Actual future Performance Incentives will depend on adjustments to the current statutory formula and State budget action.

### **C. USE OF FUNDS FOR NON-CalWORKs FAMILIES**

Under federal law, TANF funds do not have to be used exclusively to provide services to families receiving cash assistance. Since California law authorizes the County to utilize federal TANF funds which the County receives as CalWORKs Performance Incentives in any way which is allowed by federal law, the County has the discretion to utilize these funds to provide services beyond CalWORKs families. The County currently has discretion to provide three categories of services that are not limited to CalWORKs families and is likely to gain such discretion in an additional area, subject to pending State action.

#### **Existing Authority:**

- ▶ **Emergency Assistance Services:** Since the former AFDC-Emergency Assistance program was collapsed into the TANF Block Grant, federal TANF funds may be used in any manner that was authorized under a State's Emergency Assistance plan in effect on September 30, 1995. Thus, federal TANF funds can be used for certain juvenile probation and child welfare services. The County already receives federal TANF funds from the State for juvenile probation services which were previously funded through AFDC Emergency Assistance.
- ▶ **Out-of-Wedlock Pregnancies:** The federal CalWORKs Performance Incentives can be used for any activity that is reasonable calculated to "prevent and reduce the incidence of out of wedlock pregnancies". Such activities do not have to be targeted to families receiving CalWORKs, and there is no means test or income requirement for the recipients or beneficiaries of such activities. Services to teens are broadly allowable under this TANF purpose, since the federal Department of Health and Human Services (DHHS) has determined that services to keep teens in school are reasonably calculated to prevent out-of-wedlock pregnancy.
- ▶ **Two-Parent Families:** Federal CalWORKs Performance Incentives can be used for any activity that is reasonably calculated to "encourage the formation and maintenance of two-parent

families". Such activities are not required to be targeted to families receiving CalWORKs and there is no means test or income requirement for recipients or beneficiaries of such activities.

#### **Likely Future Authority:**

**Needy Families:** Federal CalWORKs Performance Incentives may be utilized for any activity that is reasonably calculated to "provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives" or to "end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage." Federal law does not restrict the terms "needy parents" or "needy families" to families receiving cash assistance under a State's TANF program; however, California's current TANF plan does restrict the term "needy families" to families receiving CalWORKs cash assistance, non-custodial parents of children receiving CalWORKs cash assistance, and families that have recently left CalWORKs due to employment.

Subject to approval from Governor Davis and the Department of Finance, the California Department of Social Services (CDSS) intends to amend the State's TANF Plan to define "needy families" as any family with a minor child where the family's income is under 250% of the federal poverty level or a family member is eligible to the Healthy Families Program.

Implementation of this expanded definition would give the County discretion to utilize federal CalWORKs Performance Incentives to provide a wide range of services to working poor families not receiving CalWORKs. The New Directions Task Force took into account the State's intent to broaden the definition of "needy families" in developing the proposals contained in this Long-Term Family Self-Sufficiency Plan. Nine of the proposals are partially or entirely contingent on the adoption of this broader definition of "needy families". These nine proposals are denoted with an asterisk on Attachment "A" to this Plan.

#### **IV. REPORTS TO THE BOARD**

DPSS will provide the Board with quarterly status reports on the Performance Incentives Trust Fund, plus monthly reports on the current balance of the Trust Fund, reflecting that month's receipts, expenditures, if any, and interest earnings.

By March 1, 2001, and each year thereafter, the New Directions Task Force will provide the Board with an annual report on the implementation and outcomes of this Long-Term Family Self-Sufficiency Plan.

# Long-Term Family Self-Sufficiency Proposals to the Board of Supervisors Preliminary Cost Estimates

	SINGLE ALLOCATION			PERFORMANCE INCENTIVES			TOTAL			GRAND TOTAL	Remarks
	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1		
<b>PROMOTING SELF-SUSTAINING EMPLOYMENT</b>											
1 CalWORKs Welfare-to-Work Strategy	\$0	\$4,000,000	\$4,000,000	\$0	\$5,000,000	\$5,000,000	\$0	\$4,000,000	\$4,000,000	\$4,000,000	
2 Employer-Linked Education/Training	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$5,000,000	
3 Transitional Subsidized Employment/Paid Work Experience	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	Cost to be determined
4 County Apprenticeship Program	\$1,000,000	\$1,000,000	\$1,000,000	\$0	\$0	\$0	\$0	\$0	\$0	\$1,000,000	Cost to be determined
5 Business Micro-Loan and Incubator Program for CalWORKs Participants	\$7,800,000	\$7,800,000	\$7,800,000	\$0	\$0	\$0	\$0	\$0	\$0	\$7,800,000	
6 Housing Relocation Program	\$125,000	\$200,000	\$325,000	\$0	\$0	\$0	\$125,000	\$200,000	\$325,000	\$325,000	
7 Strategic Information and Technical Assistance to Support Targeted Job Creation Activities	\$0	\$150,000	\$150,000	\$0	\$350,000	\$350,000	\$0	\$350,000	\$350,000	\$500,000	
8 Community Economic Development Initiatives	\$1,000,000	\$1,000,000	\$1,000,000	\$0	\$500,000	\$500,000	\$0	\$500,000	\$500,000	\$1,500,000	
9 Mini-Career Centers	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
<b>Total</b>	<b>\$125,000</b>	<b>\$14,150,000</b>	<b>\$14,275,000</b>	<b>0</b>	<b>\$850,000</b>	<b>\$5,850,000</b>	<b>\$125,000</b>	<b>\$20,000,000</b>	<b>\$20,125,000</b>	<b>\$20,125,000</b>	

\* Contingent on the expansion of the definition of "needy families" in the State's TANF plan.

	SINGLE ALLOCATION			PERFORMANCE INCENTIVES			TOTAL		GRAND TOTAL	Year 1	Remarks
	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost			
<b>ENSURING ACCESS TO HEALTHCARE</b>											
10 Community Outreach to Increase Access to Health Care	\$0	\$0	\$0		\$10,000,000	\$10,000,000	\$0	\$10,000,000	\$10,000,000		Medi-Cal allocation to cover additional \$3 million
11 Hotline to Resolve Health Care Access Issues	\$0	\$0	\$0			\$0	\$0	\$0	\$0		Medi-Cal allocation
12 Health Care Transportation	\$0	\$0	\$0			\$0	\$0	\$0	\$0		
13 "Health First"	\$0	\$0	\$0			\$0	\$0	\$0	\$0		Medi-Cal allocation \$500,000
<b>Total</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$10,000,000</b>	<b>\$10,000,000</b>	<b>\$0</b>	<b>\$10,000,000</b>	<b>\$10,000,000</b>		
<b>SUPPORTING STABLE HOUSING</b>											
14 Transitional Support for Homeless CalWORKs Families	\$0	\$8,800,000	\$8,800,000	\$0	\$0	\$0	\$0	\$0	\$8,800,000	\$8,800,000	Year 1 cost - \$5.8 million
15 Emergency Assistance to Prevent Eviction	\$0	\$3,750,000	\$3,750,000	\$0	\$0	\$0	\$0	\$0	\$3,750,000	\$3,750,000	
16 Housing Counseling/Training	\$0	\$500,000	\$500,000	\$0	\$0	\$0	\$0	\$0	\$500,000	\$500,000	
<b>Total</b>	<b>\$0</b>	<b>\$13,050,000</b>	<b>\$13,050,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$13,050,000</b>	<b>\$13,050,000</b>	

	SINGLE ALLOCATION			PERFORMANCE INCENTIVES			TOTAL			GRAND TOTAL	Year 1	Remarks
	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total			
<b>HELPING TEENS BECOME SELF-SUFFICIENT ADULTS</b>												
17 Community-Based Teen Services Program	\$0	\$0	\$0	\$0	\$35,000,000	\$35,000,000	\$0	\$35,000,000	\$35,000,000	\$35,000,000		
18 Services to Teens With Special Needs	\$0	\$0	\$0	\$0	\$5,000,000	\$5,000,000	\$0	\$5,000,000	\$5,000,000	\$5,000,000		
19 Services for Emancipated Foster Youth Who are Parents	\$0	\$0	\$0	\$0	\$1,100,000	\$1,100,000	\$0	\$1,100,000	\$1,100,000	\$1,100,000		
20 Teen <u>Passport to Success</u>	\$0	\$743,000	\$743,000	\$0	\$0	\$0	\$0	\$0	\$743,000	\$743,000		
21 Staff Development for Teen Services Providers	\$0	\$0	\$0	\$0	\$500,000	\$500,000	\$0	\$500,000	\$500,000	\$500,000		
22 Services to Call EARN and Other Teen Parents	\$0	\$1,500,000	\$1,500,000	\$0	\$900,000	\$900,000	\$0	\$900,000	\$2,400,000	\$2,400,000		
23 Youth Jobs	\$0	\$0	\$0	\$0	\$13,500,000	\$13,500,000	\$0	\$13,500,000	\$13,500,000	\$13,500,000		
<b>Total</b>	\$0	\$2,243,000	\$2,243,000	\$0	\$56,000,000	\$56,000,000	\$0	\$56,000,000	\$58,243,000	\$58,243,000		
<b>PROMOTING YOUTH LITERACY</b>												
24 Public Library Services for Children and Youth	\$127,000	\$31,000	\$158,000	\$0	\$521,000	\$521,000	\$127,000	\$521,000	\$679,000	\$679,000		
25 Operation READ	\$0	\$0	\$0	\$0	\$790,000	\$790,000	\$0	\$790,000	\$790,000	\$790,000		
<b>Total</b>	\$127,000	\$31,000	\$158,000	\$0	\$1,311,000	\$1,311,000	\$127,000	\$1,311,000	\$1,438,000	\$1,438,000		

\* Contingent on the expansion of the definition of "needy families" in the State's TANF plan.

	SINGLE ALLOCATION			PERFORMANCE INCENTIVES			TOTAL			GRAND TOTAL	Year 1	Remarks
	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total			
<b>CURBING VIOLENCE</b>												
26 Safe Places	\$0	\$0	\$0	\$0	\$4,800,000	\$4,800,000	\$0	\$4,800,000	\$0	\$4,800,000	\$4,800,000	Cost to be determined
27 DART/STOP For CalWORKs Families	\$50,000	\$0	\$50,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
28 Domestic Violence Prevention	\$0	\$0	\$0	\$100,000	\$300,000	\$600,000	\$0	\$600,000	\$0	\$600,000	\$650,000	
29 School-Based Probation Supervision	\$0	\$0	\$0	\$0	\$4,200,000	\$4,200,000	\$0	\$4,200,000	\$0	\$4,200,000	\$4,200,000	
30 Support Group for the Families of Children Aged 11-18 on Probation	\$0	\$0	\$0	\$0	\$150,000	\$150,000	\$0	\$150,000	\$0	\$150,000	\$150,000	
<b>Total</b>	\$50,000	\$0	\$50,000	\$100,000	\$9,650,000	\$9,750,000	\$100,000	\$9,650,000	\$1150,000	\$9,650,000	\$9,800,000	
<b>BUILDING STRONG FAMILIES</b>												
31 Strategic Support for Child Care	\$0	\$0	\$0	\$0	\$10,000,000	\$10,000,000	\$0	\$10,000,000	\$0	\$10,000,000	\$10,000,000	
32 Federal Family Support Services Network	\$0	\$0	\$0	\$0	\$9,000,000	\$9,000,000	\$0	\$9,000,000	\$0	\$9,000,000	\$9,000,000	
33 Family Preservation	\$0	\$0	\$0	\$0	\$17,000,000	\$17,000,000	\$0	\$17,000,000	\$0	\$17,000,000	\$17,000,000	
34 Home Visitation Program	\$0	\$0	\$0	\$0	\$10,500,000	\$10,500,000	\$0	\$10,500,000	\$0	\$10,500,000	\$10,500,000	
35 Peer Self-Help Support Groups	\$275,000	\$0	\$275,000	\$0	\$0	\$0	\$275,000	\$0	\$275,000	\$0	\$275,000	
36 Support and Therapeutic Options Program (STOP)	\$0	\$0	\$0	\$0	\$1,200,000	\$1,200,000	\$0	\$1,200,000	\$0	\$1,200,000	\$1,200,000	
<b>Total</b>	\$275,000	\$0	\$275,000	\$0	\$47,700,000	\$47,700,000	\$0	\$47,700,000	\$275,000	\$47,700,000	\$47,975,000	

	SINGLE ALLOCATION			PERFORMANCE INCENTIVES			TOTAL			GRAND TOTAL	Remarks
	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1	Estimated One Time Cost	Annual Estimated Ongoing Cost	Total Year 1		
<b>INTEGRATING THE HUMAN SERVICES DELIVERY SYSTEM</b>											
37 School Attendance Areas	\$100,000	\$0	\$100,000	\$0	\$0	\$0	\$100,000	\$0	\$100,000	\$100,000	
38 Multi-Disciplinary Family Inventory and Case Planning Teams		\$7,000,000	\$7,000,000	0		\$0	\$0	\$0	\$7,000,000	\$7,000,000	
39 County Family Resource Centers		\$1,350,000	\$1,350,000	\$0	\$0	\$0	\$0	\$0	\$1,350,000	\$1,350,000	
40 Strategic Planning Data Center	\$0	\$0	\$0	\$0	\$575,000	\$575,000	\$0	\$575,000	\$575,000	\$575,000	
41 Service Planning Area Council Staff and Technical Assistance	\$0	\$0	\$0	\$0	\$637,000	\$637,000	\$0	\$637,000	\$637,000	\$637,000	
42 CalWORKs System Review	\$500,000	\$0	\$500,000	\$0	\$0	\$0	\$500,000	\$0	\$500,000	\$500,000	
43 New Directions Long-Term Family Self-Sufficiency Committee	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
44 CalWORKs Case Management	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
45 TranStar Enhancement	\$215,000	\$0	\$215,000	\$0	\$0	\$0	\$215,000	\$0	\$215,000	\$215,000	
46 Long-Term Family Self-Sufficiency Evaluation	\$0	\$1,000,000	\$1,000,000	\$0	\$2,000,000	\$2,000,000	\$0	\$2,000,000	\$3,000,000	\$3,000,000	
<b>Total</b>	<b>\$815,000</b>	<b>\$9,350,000</b>	<b>\$10,165,000</b>	<b>\$0</b>	<b>\$3,212,000</b>	<b>\$3,212,000</b>	<b>\$815,000</b>	<b>\$12,562,000</b>	<b>\$13,377,000</b>	<b>\$13,377,000</b>	
<b>GRAND TOTAL</b>	<b>\$1,392,000</b>	<b>\$38,824,000</b>	<b>\$40,216,000</b>	<b>\$100,000</b>	<b>\$133,723,000</b>	<b>\$133,823,000</b>	<b>\$1,492,000</b>	<b>\$172,547,000</b>	<b>\$174,039,000</b>	<b>\$174,039,000</b>	

\* Contingent on the expansion of the definition of "needy families" in the State's TANF plan.

**LONG-TERM FAMILY SELF-SUFFICIENCY PLAN  
PROPOSALS BY OUTCOME AREA<sup>1</sup>**

ATTACHMENT B

OUTCOME AREAS					
GOOD HEALTH	SAFETY AND SURVIVAL	ECONOMIC WELL-BEING	SOCIAL & EMOTIONAL WELL-BEING	EDUCATION & WORKFORCE READINESS	ALL OUTCOME AREAS
10. Community Outreach to increase Access to Health Care	17. Community-Based Teen Services Program	1. CalWORKs Welfare-to-Work Strategy	6. Housing Relocation Program	1. CalWORKs Welfare-to-Work Strategy	32. Federal Family Support Services Network
11. Hotline to Resolve Health Care Access Issues	18. Services to Teens with Special Needs	2. Employer-Linked Education/Training	17. Community-Based Teen Services Program	2. Employer-Linked Education/Training	35. Peer Self-Help Support Groups
12. Health Care Transportation	20. Teen Passport to Success	3. Transitional Subsidized Employment/Paid Work Experience	18. Services to Teens with Special Needs	4. County Apprenticeship Program	37. School Attendance Aides
13. "Health First"	25. Operation READ	4. County Apprenticeship Program	19. Services for Emancipated Foster Youth who are Parents	9. Mini Career-Centers	38. Multi-Disciplinary Family Inventory & Case Planning Teams
17. Community-Based Teen Services Program	26. Safe Places	5. Business Micro-Loan and Incubator Program For CalWORKs participants	20. Teen Passport to Success	17. Community-Based Teen Services Program	39. County Family Resource Centers
18. Services to Teens with Special Needs	27. DART/STOP for CalWORKs families	6. Housing Relocation Program	21. Staff Development for Teen Services Providers	18. Services to Teens with Special Needs	40. Strategic Planning Data Center
19. Services for Emancipated Foster Youth who are Parents	28. Domestic Violence Prevention	7. Strategic Information & Technical Assistance to Support Targeted Job Creation Activities	26. Safe Places	19. Services for Emancipated Foster Youth who are Parents	41. Services Planning Area Council Staff and Technical Assistance
20. Teen Passport to Success	30. Support Group for the Families of Children Aged 11-18 on Probation	8. Community Economic Development Initiatives	27. DART/STOP for CalWORKs families	20. Teen Passport to Success	42. CalWORKs Systems Review
21. Staff Development for Teen Services Providers	33. Family Preservation	9. Mini Career-Centers	28. Domestic Violence Prevention	21. Staff Development for Teen Services Providers	43. New Directions Long-Term Family Self-Sufficiency Committee
26. Safe Places	36. Support & Therapeutic Options Program (STOP)	14. Transitional Support for Homeless CalWORKs Families	31. Strategic Support for Child Care	22. Services to CalLEARN and other TEEN Parents	44. CalWORKs Case Management
29. School-Based Probation Supervision		15. Emergency Assistance to prevent eviction	33. Family Preservation	23. Youth Jobs	46. Long-Term Family Self-Sufficiency Evaluation
34. Home Visitation		16. Housing Counseling/Training		24. Public Library Services for Children & Youth	
		17. Community-Based Teen Services Program		25. Operation READ	
		18. Services to Teens With Special Needs		26. Safe Places	
		34. Home Visitation Program		29. School-Based Probation Supervision	
		45. TranStar Enhancement		30. Support Group for the Families of Children Aged 11-18 on Probation	
				34. Home Visitation Program	

<sup>1</sup> Recommendations which address measurable indicators in more than one outcome area appear in multiple columns.  
<sup>2</sup> Specific indicators will be identified by each collaborative seeking funding under this recommendation.

December 6, 1999

Volume 12.0

# IN THE LOOP

## Welfare Reform in L.A. County

a publication of the Human Services Network of LA

### Results from the Parents Convention on Child Care

On Saturday, November 20<sup>th</sup> over 270 low-income and CalWORKs families participated in a Convention to discuss their child care needs and priorities. Organized by the Welfare Reform Coalition, the Convention was a resounding success.

Parents' voices are desperately needed on this issue. The delivery of child care to low-income families is awful. For example, only 40,000 of the 466,000 children in the County's CalWORKs program in September received subsidized child care – less than 1 in 10 qualified children. A major reason for this crisis is the confusing state law governing subsidized child care, which created three "stages," multiple funding streams, and competing bureaucracies in charge of the system.

Another reason for the failure of child care delivery is the County's own mis-placed priorities. For example, the HSN – author of this newsletter – tried to make accessing the system easier for families by developing a presentation explaining how they, and the non-profit service providers who serve them, could access child care. We conducted presentations to over 95 service agencies. In addition, we professionally printed and distributed 20,000 child care "palm cards" in English, Spanish and Cambodian for CalWORKs parents to see if they qualify for child care services.

We even sent every County welfare office 100 of these cards, suggesting that "these could be useful to inform staff about child care eligibility criteria." One office requested 1,000 more cards. But despite working closely with County child care experts, legal aid attorneys, and even DPSS in writing the palm cards, the leaders of the Department issued written instructions for each welfare office to destroy the cards. Not because the information was incorrect, not because DPSS had better cards to give out, but because the proper channels were ignored in getting the information out.

Clearly, decision makers at the state and County levels are out of touch with the needs of real families. And, as described above, the data reflects this. So, the Welfare Reform Coalition organized the first ever Parents' Convention on Child Care for low income families.

The goal of the Convention is to put parents' child care priorities at the policy-making table, by gathering a large number of families together to discuss their needs, and use what they say in a larger campaign to improve child care delivery.

The Convention was a success. Over 270 low-income and CalWORKs families from each area of L.A. County broke out into nine discussion groups lead by trained volunteer service providers and came up with their most important child care priorities. The findings are attached as this week's In The Know #20. The parents' priorities will be turned into a Peoples First Approach to Child Care, and this will form the policy basis of a longer child care campaign to be waged to improve the state and County system in 2000.

In addition to break-out groups, the Resource and Referral agencies had tables at the event, giving out child care information and signing parents up for child care on the spot.

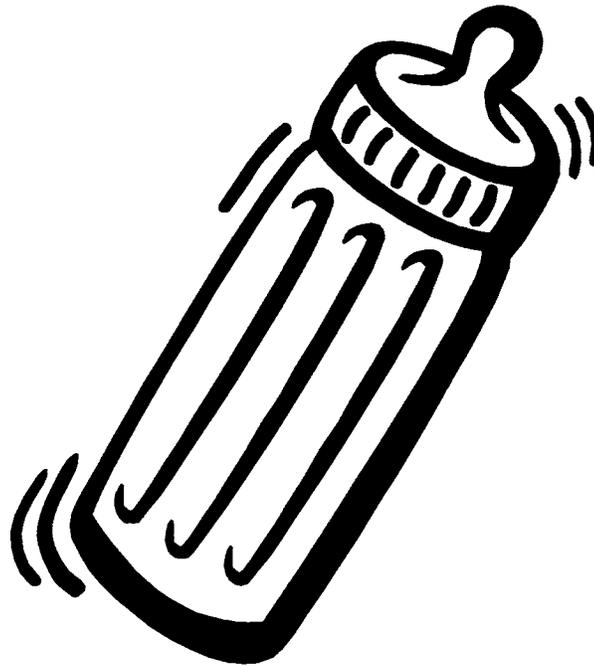
The event was also a showcase for how the County and state should treat low-income families. Transportation, professional child care and breakfast to the children, simultaneous translation and Spanish-language break-out groups, 600 free lunches to every participant and their children, and supermarket gift certificates to each family (to help with Thanksgiving) were all provided free of charge and with a minimum of fuss. The event, in one participant's words, was the exact opposite of how CalWORKs works.

If you would like more information about the Convention, any of the simple child care materials, or even want to stop by the office to see the pictures and news articles from the event, please call Sam Mistrano at 213-202-5920.

## In The Know, #20: Parents' Priorities on Child Care

*At the Welfare Reform Coalition's Parents' Convention on Child Care, held November 20, 1999, over 270 low-income parents from every area of L.A. County discussed their child care needs and priorities in 9 break-out groups. The following list is a summary of the results, in order of importance, and of the parents' ideas on how to implement their priorities. These findings will be turned into a Peoples First Approach to Child Care, and form the basis of a campaign to improve state and County child care delivery to low-income families.*

- ≥ **Availability:** Parents want more child care centers located in their neighborhoods. They suggested opening more family day and licensed centers; and that government-funded centers provide after-school and pre-school care.
- ≥ **Flexibility:** Child care should be available the hours parents' need services. Child care providers should offer non-traditional hours, including nights, weekends, and during hours parents work overtime.
- ≥ **Transportation:** Transporting children to and from school is a problem. Transportation should be provided for children to and from their child care site, and costs covered if no service is available.
- ≥ **Safety and Security:** Parents are concerned about the safety of their children in child care. On-site health care, nurses on staff, and county inspection of facilities should be mandated.
- ≥ **Quality:** First rate care for their children is critical to parents. Day care should provide well trained staff, low staff-to-child ratio, attentive and educational activities, low turn-around rates, and proper nutrition.
- ≥ **Promptness and Simplicity:** It takes too long to access child care, and the system is overly complex. Accessing services should be quick, easy and hassle free. The forms should be easy to fill out. A central location should be established that assists specifically with child care.
- ≥ **Choice:** Parents want to choose the type of child care that suits their needs. They do not want to feel pressured to select one form of child care over another. All types of child care should be equally accessible. The use of license-exempt providers should not be discouraged.
- ≥ **Service:** Parents are given incomplete and wrong information from DPSS staff, and are treated with disrespect. DPSS staff should be trained so they know all about the child care system, and staff should be considerate.
- ≥ **Expansion of Services:** Parents need more access to child care than what is offered. Parents need child care while they are looking for a job. They need children up to age 16 to qualify for child care. They should receive more than two years of child care after leaving welfare.
- ≥ **Payment Process:** Child care payments are not being received on time and some providers have stopped services as a result. Payments should be made on time so parents do not feel threatened about losing their child care. License-exempt providers should also be paid on a timely basis.
- ≥ **Immigrant Rights:** Undocumented parents are not eligible to receive child care for their children who are on CalWORKs. Children should be able to receive child care services regardless of the immigration status of the parent. In addition, parents should be able to select license-exempt care regardless of the providers immigration status.
- ≥ **Special Needs:** Children with special needs have a hard time being placed. Government rules and child care programs should help children who are sick, chronically ill, and or have other special needs.



*First Steps:  
A Look at Child Care Services Under  
Welfare Reform in Los Angeles County*

*by Karen Klabin  
Human Services Network of Los Angeles*

*November 1999*

## *introduction*

---

Changes to the federal welfare program in 1996 highlighted an unresolved issue that had been the subject of discussion for decades: without access to child care, impoverished parents are forced to rely on public assistance rather than support their families through employment. Historically, the welfare program—keeping poor moms at home at a minimal subsistence—has been the cheapest, most expedient way to care for their children, although whether it is best for either the children or parents is a question under much debate. There's never been any doubt, however, that the ability of parents to successfully transition from welfare to self-sustaining employment is wholly contingent on the availability of subsidized child care. Thus, with the passage of the strict work requirements under the new federal welfare reform legislation, Congress allocated billions of dollars in block grant funds to beef up state child care subsidy programs.

When President Clinton signed the welfare reform law, he promised to come back and “remedy” the more controversial features of the legislation. His comments were mostly in reference to the sections of the law that had targeted legal immigrants, eliminating their eligibility for vital safety net programs, including Food Stamps and the SSI program for the elderly, blind and disabled. Three years later, there's been talk by the federal Department of Health and Human Services, the agency empowered to oversee welfare reform, as well as Congress to examine and monitor the true impacts of welfare reform on impoverished families. It is equally incumbent on us to look deeply at the most significant feature of welfare reform directly affecting children.

## *background: how the child care system works*

---

The federal government provides two main sources of funding to the states to administer and provide child care for low-income families, including those in the federal welfare program. The first, and most significant, is the Child Care and Development Block Grant, which was created with the passage of federal welfare reform to combine a mixture of child care programs for low-income families into one big funding stream.\* The other main source of funding is through the new welfare program, called Temporary Assistance to Needy Families, which provides block grants to the states that can be used for a variety of services to meet the needs of families on—and transitioning off of—welfare. The state of California, using those funds in addition to state General Fund and other revenues, has created what in theory is supposed to be a “seamless” system of child care based on three stages of need.

Why a three-stage system? In 1997, while the state was in the midst of developing the new welfare program (called CalWORKs) based on the federal welfare reform requirements, there was widespread recognition that the then-existing subsidized child care system was too fragmented to meet families' needs. At the time, there were a number of separate state child care programs in existence that had different eligibility criteria, which made it extremely challenging for parents to understand how to qualify for and access services. Compound that confusion with the hundreds of thousands of parents on welfare who would now need services. With the passage of the welfare and Child Care and Development block grant programs, it was abundantly clear the state had a mandate to simplify the subsidized child care system.

---

\* A federal block grant is a fixed subsidy that gives states the flexibility to develop and administer a program as they see fit, with few federal restrictions. A block grant differs from an open-ended “entitlement” grant program in that it imposes a ceiling on funding regardless of actual need. An entitlement program allows any person meeting eligibility criteria to receive assistance.

There was disagreement, however, over which state agency would control the child care funding specifically dedicated for families on CalWORKs. The **California Department of Education (CDE)** had had a longtime responsibility for administering the state's general subsidized child care programs for low-income families, for which the Department contracted with what are called child care **Alternative Payment Program (APP)** agencies. The APPs are, for the most part, private nonprofit organizations which, in turn, contract with licensed child care providers in their community to care for the children of families in the low-income subsidy program.\*

In addition to CDE and the APPs, many child care advocates believed that these agencies, given their long-term expertise in child care, were best equipped to administer the child care system for CalWORKs families. However, the county welfare directors and their parent agency, the **California Department of Social Services (CDSS)**, also wanted control over the program, since child care is, in fact, an extension of the services under the welfare system which they administer. After long and heated discussion, a compromise was reached to divide funding and administrative control over the CalWORKs portion of child care services between CDSS and CDE, with CDE controlling the rest of the funding dedicated to working-poor families not on CalWORKs cash aid. Hence, the stages system. Here's more detail about how the stages work.

Stage 1: is for parents who are new to the welfare-to-work program and/or have unstable work or schooling arrangements. Theoretically, families are supposed to be served in this stage for up to six months, although the law allows them to retain stage 1 child care for as long as they are on welfare and up to 24 months after leaving cash aid if there is inadequate funding in stages 2 and 3. Stage 1 child care is administered by CDSS, the agency that oversees the general CalWORKs welfare program.

Stage 2: is for families who are regularly employed, in school, or in a long-term welfare-to-work activity (on-the-job training, for example) and thus have stable child care arrangements. Families may also remain in stage 2 for as long as they receive a cash grant and up to 24 months after leaving cash aid. Families who receive lump sum "diversion" payments or services rather than go on CalWORKs cash aid may also receive stage 2 child care if there is no space for them in stage 3. The program is administered by CDE, the agency responsible for overseeing California's larger subsidized child care system for low-income families.

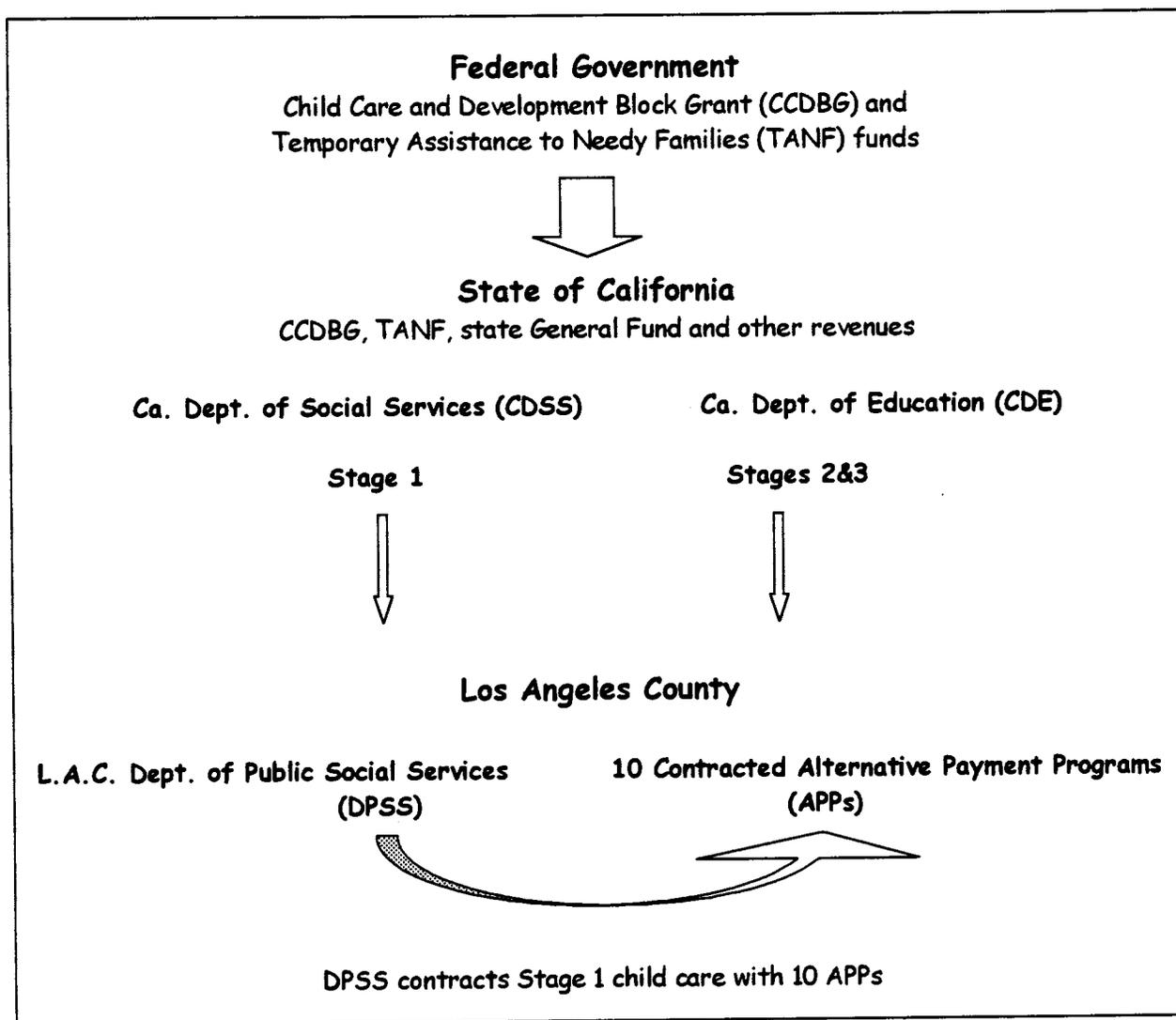
Stage 3: is divided into two funding pools. There's a small set-aside pot of money that is mostly meant to serve former CalWORKs families, including those who have "timed out" of stages 1 and 2, as well as families who receive diversion payments or services. The vast portion of stage 3 funding, however, is for working-poor families who have not been on welfare and need subsidized child care services. (In Los Angeles County, more than 42,000 low-income families are on APP waiting lists for subsidized care.) Families are eligible as long as their income does not exceed 75 percent of the State Median Income (\$2,503 per month for a family of 3). Stage 3 is also administered by CDE.

---

\* The 10 CDE-contracted APPs in Los Angeles County also serve as child care "Resource and Referral" agencies for all families seeking licensed child care services, regardless of their income level. Although most folk refer to these 10 organizations as Resource and Referral agencies rather than APPs, there is a distinct difference in the terms. For brevity and accuracy's sake, this paper refers to them as APPs.

The Los Angeles County Department of Public Social Services (DPSS) runs the local CalWORKs welfare program. In addition to the big block grant the Department receives to administer and provide services for CalWORKs, DPSS—through the state Department of Social Services—also gets the funds dedicated to stage 1 child care. DPSS has, in turn, then contracted stage 1 case management and provider payments with the 10 APPs who are already contracted by CDE for stages 2 and 3.

Here's a diagram to help clarify how the system works.



## how the system works for families in l.a. county

First, the family must be determined eligible for services. Families can get free CalWORKs child care if:

- the parent or caretaker is currently on CalWORKs,
- was on CalWORKs or AFDC during the past two years and has an income less than 75% of State Median Income (\$2,503 per month for a family of 3), or
- is otherwise eligible for CalWORKs but receives a “diversion” payment or services instead of a monthly cash grant;

and the parent or caretaker is:

- working,
- in a county-approved school or training program [including Cal-Learn for teen parents or a self-initiated education or training program (SIP)], or
- in any kind of approved welfare-to-work (GAIN program) activity or appointment, such as orientation, job club or a meeting with a GAIN case manager;

and has:

- a child on CalWORKs who is 12 years old or younger, or has special needs and is 18 years old or younger, or
- a child who is receiving SSI or foster care payments, is under court-ordered supervision, or for whom there is child support responsibility.

The parents must fill out a child care application, which they can get from their GAIN or eligibility worker, or the child care coordinator in their welfare office. Or, they can get an application from the contracted APP agency located within their welfare office or in their community.

Once their eligibility has been determined, parents have a choice of caregivers:

- license-exempt care in their own home or in the provider’s home (a neighbor, relative, or after-school program for example),
- licensed family child care, or
- licensed center-based care.

The contracted APP—also a Resource and Referral agency—will provide parents with four referrals for licensed child care slots. (These agencies make referrals to licensed providers only. Parents may still, however, use a license-exempt provider if they so choose.) Once the parent has chosen a caregiver, she and the provider will complete all other paperwork requirements, including a contract known as the “child care services agreement.”

Because of implementation problems, mostly directly related to the stages system, the payment process is a labyrinth of policy deviations. In theory, all payments, based on “regional market rates,” are supposed to be issued by the APP directly to the child care provider. This is a change from previous policy under the old welfare system in which the parent was reimbursed by the County. But sometimes the County, rather than the APP, pays the provider, or the County will pay the parent directly if she has chosen license-exempt care in her own home (explanation below, under “issues.”)

Providers and parents may fill out different forms and experience different payment methods depending on which stage of child care they're in.

## *key issues in l.a. county's calworks child care program*

---

### *Access*

Welfare reform instituted reams of new rules and requirements imposed on parents receiving CalWORKs cash aid. Because the system is so complex, and because the County has had a Herculean task in retraining thousands of DPSS workers to implement the new program, there's been a lot of confusion about how and for whom the myriad of new rules apply. The result is that a relatively small percentage of children on CalWORKs are receiving child care services from the program. One contributing factor is that the majority of parents have not been informed in any significant detail about CalWORKs child care. Another reason is that many parents have been told, wrongly, that they do not qualify for child care services. Access is a critical problem for those who are limited-English proficient, especially those who are also non-Spanish speaking.

### *Capacity, Quality, and Choice*

Capacity issues are overwhelmingly the biggest difficulty for the County. There are broad areas of the County severely lacking in open licensed child care slots, particularly for infants, toddlers, and special needs children, and for parents needing care during extended and/or nontraditional hours. There appears to be no solution in sight for parents needing care for sick children, other than to miss work or scramble for a neighbor or relative to take care of the child. Again, language capacity is a serious obstacle for the County's large immigrant welfare population.

The issues of quality and choice are, of course, inextricably linked to capacity. Quality care is a profound concern of parents with infants, toddlers and pre-school aged children, who require focused, nurturing attention that promotes early childhood development. Some of the considerations involved in determining what is quality care include: ratio of children to provider, hygiene, the provision of developmentally appropriate care and educational activities, and continuity of care.

CalWORKs law ensures a parent's right to choose the type of care she deems is best for her child, whether the caregiver is licensed or license-exempt. However, because of capacity issues, many parents have no real choice but to select a license-exempt caregiver (such as a relative or neighbor), who may or may not be able to provide for the needs—developmental and otherwise—of the child.

Furthermore, if the license-exempt caregiver is providing services in the parent's home, the parent—and any other entity considered to share employer responsibilities—will be liable for minimum wage and other employment requirements. License-exempt in-home providers caring for only one child—an infant, for example—do not receive minimum wage compensation under the regional market payment rates, set by the state. For that reason, the APPs, fearing joint employer liability, do not want to provide payments or case management for parents choosing license-exempt in-home providers.

As of the writing of this paper, the 10 contracted APPs in L.A. County and the Department of Public Social Services have not come to an agreement on "indemnification" language that will detach the APPs from employer liability for this type of child care provider. Thus, the County keeps families with license-exempt in-home care in stage 1 and, trying to limit its own liability, reimburses

the parents rather than the provider for child care services.\* Until the APPs and County reach agreement on the indemnification language, the APPs will not take up responsibility for paying any stage 1 child care, even if the care is provided by a licensed provider (although they do case management for stage 1 licensed care). And parents, sent away from the APP agency and then forced by the County to sign an affidavit acknowledging their employer responsibilities, are discouraged from using license-exempt in-home care.

### *Children of Unqualified Parents*

Children on CalWORKs who are in the custody of parents or caregivers who are not on cash aid—or have not been on aid during the past two years—may not receive CalWORKs child care services. The only exception is for employed parents who no longer receive aid for themselves because they have been sanctioned (had their aid cut because the County believes they have violated a CalWORKs program requirement). This rule poses a significant problem for the numerous children on welfare in L.A. County whose parents, because of their immigration status, are ineligible for CalWORKs. The rule also applies, for example, to grandparents or other relatives who do not receive cash aid for themselves but who have custody of children receiving welfare. In the latter case, their only choice is to get on a waiting list for stage 3 subsidized care for low-income families, or apply for welfare in order to get CalWORKs child care. Unqualified immigrant parents, however, will not be eligible for any federally subsidized program, despite the fact that their children may be citizens or legal immigrants.

### *Fragmented Stages*

The CalWORKs child care system, in theory “seamless” for parents, looks like Frankenstein’s monster—a lumbering and unwieldy jumble of stitched-together parts. Stages 2 and 3, under a separate state agency than stage 1, have a completely different set of regulations that can have serious implications for parents’ rights. (Actually, at this point, stages 2 and 3 have no current regulations, since the Department of Education has not issued any regs for the new program, as opposed to the relatively comprehensive set of regulations promulgated by the Dept. of Social Services for stage 1.) For example, parents in stage 1 child care have 90 days to file for a hearing when there is an action taken against their child care, whereas families in stage 2 or 3 only have 14 days. Further, under the contracts for stages 2 and 3, the L.A. County APPs have the latitude to conduct their business much as they do in their normal child care operations; whereas under their stage 1 contracts with the County, they must abide by strict, uniform standards required of public (and quasi-public) agencies that protect consumer rights. For example, the County requires that APPs send written notice (called a “Notice of Action”) to inform the parent when there is an action taken against a family’s child care services. Again, the standard paperwork parents and providers must complete differs depending on the stage, as do the methods for provider payments. The system creates a bureaucratic headache for everyone involved: the County, the APPs, the parents, and child care providers.

### *Insufficient Funds*

There has been a dramatic miscalculation of funding needs for stages 2 and 3 child care in L.A. County that has adversely affected services for families in need of child care. Unless this issue is resolved, the funding problem for stage 3 in particular will worsen as families reach their 24-month

---

\* The County’s temporary solution of holding families with license-exempt in-home care in stage 1 will soon begin to break down as parents reach their 24-month time limit to receive stage 1 services.

time limit and will no longer qualify for either stage 1 or 2 services. Recently, some of the APPs, operating without adequate resources from the state, have told eligible parents that they have to be put on a waiting list for stage 2 child care. This practice violates the CalWORKs law, which entitles qualified parents who are on CalWORKs (or who received cash aid within the past 24 months) to receive child care services for children 10 years old and younger. In a crisis state, the APPs made an agreement with the County to transfer families from stage 2 back to the more well-funded stage 1, which, since welfare reform implementation, has been underutilized and has actually produced a surplus of unused funds. While moving parents around from one stage to another is a viable and necessary short-term solution, it isn't the answer to the problem, and in effect will still leave thousands of children on waiting lists who, because of time limits or other reasons, do not qualify for stage 1 services. Furthermore, as detailed above, the parents have different rights and paperwork depending on which stage they're in.

## *recommendations*

---

In January 2000, the Human Services Network (HSN) will be releasing the People First Approach to CalWORKs Child Care in L.A. County. The People First Approach will be based on principles developed at the Parents' Convention on Child Care, held in November 1999. Hundreds of parents on CalWORKs in L.A. County will be discussing their experiences with the child care system and how they believe it could be improved to meet their families' needs. Following the release of those principles, HSN will work with parents, community-based organizations, and child care experts to develop concrete recommendations to improve the CalWORKs child care delivery system in L.A. County.

There is a need, however, to examine the larger systemic issues that create problems on the local level. Following are some recommendations that address those challenges.

### *The Big Fix*

For those who have to navigate the CalWORKs child care system in L.A. County, it is readily apparent that the policy folk on both the local and state level need to take a long, hard look at how the system really works, and what options exist to make it truly "seamless." As it stands, the current program—complex, cumbersome and inefficient—has produced countless funding and administrative problems that have adversely impacted families' access to services. It is more than evident that the present system is in no way in the best interest of its consumers: parents and children. Policymakers must examine whether the system would be better served under one state administration with one *comprehensive* set of regulations.

### *Stepping up to the Plate: Part I*

Excluding certain children from child care services is visiting the "sins" of the parents on the child. The question is simple. Should our society provide quality, structured, and nurturing care for children in order to make them productive and nurturing adults? Isn't child care primarily about children's needs, after all? This is a relatively straightforward issue of funding priorities. Until there is a change in federal government policies, both the state and the County of Los Angeles have the resources to create a non-federally funded child care program for those children on aid whose parents do not qualify for services. Using surplus funds in the CalWORKs program, the County Board of Supervisors has recently voted to pay for child care services to unaided relative caretakers

of children on welfare. The program should be extended to cover all children on CalWORKs for whom there is the need for child care services.

*Stepping up to the Plate: Part II*

Lack of sufficient funding for stages 2 and 3 child care services has caused a constant state of upheaval and uncertainty, both for the APPs and families. No family trying to make the transition from welfare to employment should be denied child care services simply because state funding allocation formulas do not adequately project the County's need. The County, the 10 APPs and the state must work together to ensure that qualified families for stages 2 and 3 child care are assured of child care with no break in services. Finally, there must be a serious, concerted effort on the state and local level to address the shortage of subsidized child care for the more than 42,000 working-poor families in L.A. County who are languishing on APP waiting lists for critically needed services.

*Human Services Network of Los Angeles  
1125 W. Sixth St., Suite 302  
Los Angeles, CA 90017  
(213) 202-5920*

**Joan T. Esposito, Founder/Program Director  
Dyslexia Awareness & Resource Center  
289 Carpinteria Street  
Santa Barbara, California 93103  
805-963-7339**

**Testimony to the Senate Committee on Health and Human Services  
Interim Hearings on "Status of CalWorks: Statewide and in Los Angeles County"**

**December 8, 1999  
Montebello City Hall  
1600 West Beverly Blvd., Montebello, California**

**Chairperson: Senator Martha Escutia**

**Good morning Madam Chair and Members of the committee. My name is Joan Esposito. I would like to thank you for inviting me to speak today.**

**I am the Founder and Program Director of the Dyslexia Awareness & Resource Center, in Santa Barbara. I am also the Past State President of the Learning Disabilities Association of California.**

**I am a national speaker, a published writer and a consultant to the U.S. Department of Justice on Learning Disabilities and Juvenile Delinquency.**

**My son and I are past recipient's of the California Welfare program.**

**I was functionally illiterate until the age of forty four. I started to learn how to read and write after I was diagnosed with dyslexia at Santa Barbara City College in their Learning Disabilities Department, in 1987. I was diagnosed after my son was identified with dyslexia and Attention Deficit Disorder, at the age of seventeen. I was born in England. My son was born in California.**

**Dyslexia is hereditary. Several members of my family have dyslexia.**

**I hope my testimony here today will help you not only understand the educational difficulties that people have with learning disabilities but also the social, emotional and family problems that they experience.**

**Although I have several learning disabilities, the one that effected my life the most was my reading and writing disability commonly known as dyslexia.**

**After I married my son's father, in 1968, we lived in Beverly Hills. He was a literary agent in the movie industry. When my son was six years old we moved to Santa Barbara where we lived in a ten thousand square foot home. I was in an abusive marriage but because of my lack of an education I was afraid to leave. I knew I could not get a job in order to financially support myself and my son. After**

eleven years of abuse I finally got the courage to get a divorce. After our divorce in 1979, my son and I were homeless, off and on, for the next seven years until I married my new husband, Les Esposito.

Because of time constraints today, I have attached two of several articles published on my life and struggles with dyslexia. The first article is titled: "Finding The Correct Label was my Turning Point" the second is titled: "The Right to Read."

I would now like to address the issue of identifying Learning Disabilities among the recipients of the CalWORKs program.

According to studies cited in the early 1980s by the United States Department of Health and Human Services, 15% to 20% of the population have some form of a learning disability.

A study from the welfare department in Seattle, Washington showed 25 to 40 percent of all adults on Aid to Families with Dependent Children may also have learning disabilities.

In 1994 a report from the Office of the Inspector General stated that learning disabilities and substance abuse are the most common impediments to keeping welfare recipients from becoming and remaining employed.

There has been extensive research on those affected with learning disabilities and their relationship and impact on poverty, citizenship and their utilization of social services.

Since my husband and I opened the Dyslexia Awareness and Resource Center in 1991 we have had over 19,000 requests for assistance. We are a non-profit organization and all of our services are provided free of charge. Over 50% of the requests have come from adults who find themselves in the welfare system, drug court programs, prison system, probation system and homeless programs. Most of these individuals are functionally illiterate and have undiagnosed learning disabilities with Attention Deficit Disorder. At the Center we educate our adult clients on what learning disabilities and Attention Deficit Disorder are, but we have nowhere to refer them for a free assessment, tutoring, counseling or medication.

To help people get off the cycle of welfare, we first have to identify the disability or disabilities that they are affected by. Without the diagnosis there is no understanding of why we are so dysfunctional. I needed the appropriate diagnosis in order to find specific reading program's that worked for me.

It will cost between \$600 to \$1,000 for a full diagnostic assessment. Some may feel that a full diagnostic assessment is expensive...but without it there can be no

**remediation.** The diagnostic assessment can be used for the rest of the recipient's life, no matter what program or agency tries to assist them.

More importantly for me, was the feeling of being reborn, when I discovered through my assessment, that I could learn how to read and write and I did not have some form of retardation.

Remediation can include medical interventions and behavioral modification techniques for those recipients who also have Attention Deficit Disorder. Remediation should always include psychological support for those affected with both disorders.

In order for the CalWORKs program to be successful in assisting their clients who have learning disabilities, the staff in each office need to be trained to recognize learning disabilities and Attention Deficit Disorder in their clients. The training would not be difficult. If there is not a specialist on staff to diagnose learning disabilities and Attention Deficit Disorder, the staff should be provided with a list of trained professionals knowledgeable in this field.

The National Institute for Literacy has developed a manual and video tape to train their literacy volunteers in identifying and working with their client's.

The Texas, Scottish Rite, developed a series of one hour video tapes which teach adults how to read and write.

There are numerous State and National organizations with resources which can be of assistance to the CalWORK's staff. In California, we have the Learning Disabilities Association, The International Dyslexia Association and The Association of Children and Adults with Attention Deficit Disorder. All of these organizations would be willing to assist you if you decided to have a State TASK FORCE on learning disabilities.

Before I finish I would like to leave you with a final thought. Without identification of my learning disabilities, I would not be a functioning adult today... and a tax payer. Three years ago I was able to pass my test to become a United States Citizen because I had learned how to read and write. Today I not only pay taxes but I also vote.

Thank you, for inviting me to speak on this important issue.

Attachments: Article: "Finding The Correct Label was my Turning Point"  
Article: "The Right to Read."  
DARC Learning Disabilities Fact Sheet

# The



# GRAM

Learning Disabilities Association of California

Volume 28, No. 2

655 Lewelling Blvd, #355 • San Leandro CA 94579 • (818) 355-9361

June, 1994

### *President's Message*

### Finding the correct "label" was my turning point



"When you walk through a storm hold your head up high and don't be afraid of the dark". These were the words to a song that I sang over and over to myself when I was a teenager. I could never remember the rest of the words of the song but I knew it had something to do with light and hope at the end of the storm.

I lived in a storm all of my life until I learned at age forty four that my reading and spelling problems were a direct result of my having a neurological condition which results in dyslexia, a difficulty with language. As a young child in Liverpool,

*Continued on page 3*

Dyslexia Awareness & Resource Center

**DA: C**

P.O. BOX 91259  
Santa Barbara CA 93190-1259  
Phone 805 963-7339

Joan T. Esposito  
Founder & Executive Director

## President's Message...

*continued from page 1*

England, the time I spent attending classes and attempting to learn was literally hell. Every morning I woke up sick to my stomach knowing I had to attend school. Going to school for me was a form of child abuse. I could not understand why my parents made me go to school every day and struggle. I simply could not learn no matter how hard I tried. The teachers were not able to teach me in a way I could be taught. It was all a waste of time and, needless to say, exceedingly painful and humiliating.

Because of my inability to learn like many of my classmates, I did not socialize with them. How could I? I could not read like they could, I could not correctly spell words like they did. I was constantly teased by classmates. I had only one real girl friend at school. I did not play with the rest of my classmates because I felt different from them. I could not understand or explain why I felt different, I just did!

Even without a label, I knew deep inside that I was different. Every day I would sit in class and pray that the teacher would not call upon me to read out loud. I would go home from school every night and cry myself to sleep because I did not understand why I could not read or spell as well as my classmates. Some of the things I would say to myself, as I tried and tried to spell and write legibly were: "I don't look retarded but I must be slightly retarded" "I must have brain damage" "The teachers say I can spell if I try harder, but I do try and it does not work" "Maybe I can't spell because I was born during the war while they were bombing Liverpool (England) and somehow the noise of the bombs affected the way I can learn" "Maybe I can't spell because I am the fifth of six children and they got all of the brains from my parents and left none for me" "I must never have any children in case they inherit my damaged brains" "I will take a class in shorthand and typing when I leave school and go to college; then I won't have to spell." I was too young and immature to think through the last statement. I didn't realize that I would never get into a college or that I would have to translate the shorthand into correctly spelled English words as I transcribed them to a manuscript or a letter with a typewriter.

I would spend hours alone in my room, trying to figure out how to hide my reading problems from my family and friends or how to get around my struggles with spell-

ing words correctly in the English language. One of the ways I felt I could hide my reading problem was to go to the public library and check out four or five books at a time. I would take the books back to the library four or five days later pretending to have read them. I now know it was impossible to read so many books in so short a time but because I had no idea how long it took to read a book I just guessed at the time. I felt like I spent most of my time lying and cheating my way through school.

I became a people pleaser. I thought that if teachers liked me and I did not cause any trouble, they would not find out how dumb I was. I stole apples (food and especially fruit was hard to get after the war) from my mother's cupboard to give to the teacher so that she would like me.

As I went through high school I realized that my plan to go to college and take classes in shorthand and typing was only an unattainable dream. I left school and got a job brushing floors in a factory with my one and only friend in school. Several years ago I met my friend in Liverpool. She asked how I could have dyslexia when I was so bright and she was the stupid one. She told me that she had copied from me in school. We laughed together as I said to her "That explains why you finished up working in a factory brushing floors with me". If I had never been diagnosed and given a specific label for my disability, I may never have been able to laugh over my reading and spelling problems with my friend. Our laughter meant I was starting to heal from all of the pain and abuse I had experienced in school.

**"WE NEED TO GET AWAY FROM LABELING STUDENTS!"** I hear the echo of these words over and over as I attend the Special Education Advisory Commission meetings in Sacramento, State Department of Special Education meetings around the state and Individual Education Plan (IEP) meetings with parents in our public schools. Every time I hear those words, my stomach turns over and I become physically ill with memories of how I felt in school before I received the correct label. We have come so far and now some well meaning educators want to take us back to the days when the student with dyslexia will feel as I did, afraid that we might be retarded, stupid, lazy, or slow.

The labels I gave to myself as an uninformed and innocent child were stigmatiz-

ing. The label of dyslexia freed me to fulfill my dreams and go on to become a functioning adult and a contributing member of American society. We finally have an appropriate label for our learning disabled population. I needed this appropriate label in order to find a teaching method that had helped other people who had dyslexia learn how to spell. In my particular case, it was the Slingerland method that turned my spelling and reading problems around.

Although I have several learning disabilities, including Attention Deficit Disorder, the one that impacted my life most severely was dyslexia. I could read words that I had learned through whole word recognition but with new words I struggled to match the sound to the written symbol on the page. **If you can't read, how do you learn about your other learning disabilities?**

"Dyslexia is a waste basket term!" I can't count how many times I have heard this comment from educators. Dyslexia is one of several learning disabilities and if identified and appropriately treated the label can literally save a child's life. The term "Specific Learning Disability" (SLD) which is often written on the form for a student's Individual Education Plan (IEP) may also be viewed as a waste basket term when school personnel do not identify for the teacher or parent which specific learning disability or learning disabilities the student has.

Because I was without a diagnosis until I was forty four years old, I struggled to learn in school without the appropriate assistance from my teachers. I failed to get an education above the fourth or fifth grade level and I was functionally illiterate. After my divorce from my son's father in my late thirties, my illiteracy led to my son and I being homeless when he was nine years old.

My message to our educators is this; Please, think before you remove our labels. Especially if you have not walked in our shoes! I ask our politicians to think twice before they sign any legislation that will assist the California State Department of Education in eliminating appropriate labels and taking away the only chance some students may have to access the world of education and growing to become a new label, a successful, productive citizen.

*Joan T. Esposito*

# LOCAL PEOPLE

by Margie Sloan

## Joan Esposito: The Right to Read

**"T**he sadness experienced in school stays with you forever. Early wounds may heal, but the scars are a constant reminder of a painful experience with the traditional method of learning."

So says **Joan Esposito**, president and founder of Santa Barbara's Dyslexia Awareness & Resource Center. Joan and her husband, **Leslie Esposito**, started the non-profit group at 928 Carpinteria Street in 1990.



Joel Brand, Joan and Leslie Esposito, at home in Carpinteria

As stereotypes die hard, Joan Esposito's journey to her present persona is peppered with unhappiness. Today, she passionately works to help others read, saddened only by the lateness of her purpose.

"I learned the hard way, at 44, that you can attain anything through education, but without it, you can't go anywhere."

Born in Liverpool, England during the Nazi blitz, Joan suffered through the British school system of the 1940s and '50s with undiagnosed dyslexia. Her difficulties with spelling, multiplication and reading were blamed on her traumatic birth and stressful early years. It wasn't until she sought help at Santa Barbara City College that she understood her perception problems and learned to read.

### ... A neat and tidy girl

"I knew something was wrong with me and that I wasn't stupid. I had intelligent parents and siblings. But I couldn't get the identification of letters in sequence... what you call de-coding. No matter how hard I tried, I couldn't do it. Arithmetic was just as tough, especially the times tables. The ridicule of the other kids and the frustration of the teachers made school sheer torture."

It is still visibly painful for Joan to tell of her high school diploma, that in lieu of grades listed her attributes as "... a neat and tidy girl from a good family."

Without the educational background to land an office position, Joan worked in London as a factory worker and as a chambermaid. With her savings, she came to Los Angeles to work as a manicurist. Her lack of scholastic skills did nothing to dampen her vivacious personality and she became an expert at memorizing what she needed to know.

Married to a successful literary agent a few years later, Joan learned the roles of Hollywood hostess, cook, decorator, and conversationalist by developing

an ear for dialogue and adopting the styles of her new peers.

"I was brought into his career where I was expected to join him on business meetings and entertain his clients at our home with lavish dinner parties."

### A successful pretender

Rather than cave in to her feelings of inadequacy and panic, Joan memorized all she heard in business conversations, on the television and radio, and learned to talk with anyone. But, serving a party of eight with a delicious home-cooked meal scared the beejesus out of her!

"I was too ashamed to tell my husband that I couldn't read the cookbooks. So I went to cooking classes and watched the chef's every move and then went home and did the same. I spent the entire day making sure the table looked just like the magazine photo and the meal was an exact copy of what I learned the day before."

Joan was a successful pretender in Beverly Hills. When she moved to Montecito in 1976, she successfully continued her charade for the first few years.

"I immersed myself in decorating a huge George Washington Smith home on upper Hot Springs Road, while trying to make a difficult marriage work. I managed the redecorating part, but not the marriage."

Within a few years, Joan found herself divorced, a single mother with an uncertain future. Joan knew her reading problems didn't fit her lifestyle as a Montecito resident in an eclectic community with an abundance of intellectuals. Languishing amidst the surrounding luxury, she lived daily with her fears of her limitations. Then, her worst nightmare became a reality.

### Her son had it too

"My son was having a terrible time at school with spelling and reading. He was unable to properly concentrate and clowned constantly, disrupting things. I kept my own reading problems a dark secret, afraid to admit to anyone that I couldn't even help my son with his homework. I had to go to the parent-teacher conference alone, not understanding what the teacher was talking about."

Determined to help, Joan took the same diagnostic tests as her son and discovered that she shared the same dyslexic learning problems that could only be tackled by special teaching. Once the dyslexia was identified, Joan learned to read and comprehend, compensating for her unique view of letters and shapes.

Joan married realtor Les Esposito in 1987. He spent years as a Catholic priest in secondary education, where as a high school principal in the Los Angeles Parochial Schools, he saw firsthand the struggles of dyslexic students. Joan boasts of their great marriage where she is com-

**"I knew something was wrong with me and that I wasn't stupid. I had intelligent parents and siblings. But I couldn't [read]..."**

—JOAN ESPOSITO

fortable in sharing her constant learning process.

Still struggling with the permanent effects of dyslexia, Joan has become an activist for education. Her contacts range from the mothers of juvenile gang members to former First Lady Barbara Bush. Presidential dyslexic son Neil Bush was tutored by his mother, who has encouraged Joan's work.

Joan's now-grown son, **Joel Brand**, is a foreign correspondent for both print and broadcast media.

### Her "motivation" now under control

Once Joel was able to read correctly, he went on to Cate School and to UCSB, where he served as editor of *The Daily Nexus*. While visiting friends in Eastern Europe who had begun a

newspaper, war broke out in Bosnia.

"I got this phone call saying, 'Mom, I'm in the right place at the right time! I'm going to cover this as a free-lancer.' I was worried sick—even when he told me about his bullet-proof vest—but pretty proud when he called to tell me he was sending his stories from Sarajevo to Newsweek. He was only twenty one."

Joel Brand spent three years in Sarajevo under contract to both Newsweek and the London Times. During that time, he also wrote for the Washington Post, Irish Times, San Francisco Chronicle and appeared live on CNN and National Public Radio. He is currently an anchor for Channel One, the educational news station.

"If anyone had told me that my son would make his living with the written word—when neither one of us could spell—I wouldn't have believed it."

Joan is determined to make up for lost time. She works long hours, trying to secure state legislation benefiting the learning-disabled and is writing a book on her experiences.

Life is good. The dyslexia is now just a lingering inconvenience that Joan refers to as "my motivation." ★

Joel (right) on assignment in Sarajevo: "The right place at the right time" (at least according to him—mother Joan had second thoughts)



## ***DYSLEXIA AWARENESS & RESOURCE CENTER***

### **LEARNING DISABILITIES FACT SHEET**

- **50% of all public school STUDENTS in special education have learning disabilities 2.25 million children.** *Source: U.S. Department of Education 1992*
- **35% of all STUDENTS identified with learning disabilities drop out of high school.** This is twice the rate of their non-disabled peers. **(This does not include the students who drop out of high school before they are identified.)** *Source: National Longitudinal Transition Study (Wagner 1991).*
- **60% of ADULTS with severe literacy problems have undetected or untreated learning disabilities.** *Source: National Adult Literacy and Learning Disabilities Center 1994.*
- **50% of JUVENILE DELINQUENTS tested were found to have undetected learning disabilities.** *Source: National Center for State Courts Educational Testing Service 1977.*
- **Up to 60% of ADOLESCENTS in treatment for substance abuse have learning disabilities.** *Source: Hazelden Foundation, Minnesota 1992.*
- **62% of LEARNING DISABLED STUDENTS were unemployed one year after graduating.** *Source: National Longitudinal Transition Study (Wagner 1991).*
- **50% of FEMALES with learning disabilities will be mothers** (many of them single) within 3-5 years of leaving high school. *Source: National Longitudinal Transition Study (Wagner 1991).*
- **31% of ADOLESCENTS with learning disabilities will be arrested 3-5 years out of high school.** *Source: National Longitudinal Transition Study (Wagner 1991).*
- **Learning disabilities and substance abuse are the most common impediments to keeping WELFARE CLIENTS from becoming and remaining employed,** according to the 1992 report from the Office of the Inspector General. *Source: Office of the Inspector General on "Functional Impairments of AFDC Clients."*  
*Report of the Summit on Learning Disabilities. 1994.*
- **UCLA Neuropsychiatric Institute Study found that 50% of their inpatient adolescent population with a primary diagnosis of Depression had an additional diagnosis of Learning Disabilities.** *Source: (Forness, 1988).*
- **Residential Psychiatric Treatment Facility for Psychiatric Adolescents in Minnesota found that 75% of their patients were Learning Disabled.** *Source: (Wilson, 1977).*

#### **PROBABLE CONSEQUENCES OF UNDIAGNOSED LEARNING DISABILITIES:**

**SCHOOL FAILURE   SCHOOL DROPOUT   LOW SELF-ESTEEM  
ANTI-SOCIAL BEHAVIOR   JUVENILE DELINQUENCY   SUBSTANCE ABUSE  
TEEN-AGE PREGNANCY   DEPRESSION   SUICIDE   HOMELESSNESS  
UNEMPLOYMENT   FAMILY INSTABILITY   WELFARE CLIENT**

## **CalWORKs and Learning Disabilities – What is the connection?**

*What are learning disabilities and how do they affect the people who have them?*

Learning disabilities (LDs) are a group of disorders that affect an individual's ability to acquire and use listening, speaking, reading, writing, reasoning or math skills. They are lifelong conditions and range in severity. Learning disabilities may affect an adult's education, vocation, self-esteem, social behaviors, independent living and employability.

Though the cause of learning disabilities is undetermined, there is strong converging evidence for a genetic cause. Based on a number of National Institute of Child Health and Human Development funded studies, family history is one of the most important risk factors, with 23% to 65 % of children whose parents have a learning disability having the same difficulties. Also, at least one type of a learning disability reflects a possible association with autoimmune disorders. A range of neurobiological investigations suggests there are differences in certain regions of the brain between some individuals with a reading disability and those who are not reading impaired.<sup>1</sup>

*How many parents on CalWORKs affected by learning disabilities?*

Historically, estimates of the number of adults in the general population who have learning disabilities ranged from 5% to 20%.<sup>2</sup> However, the most authoritative source, the National Institute of Child Health and Human Development, based on recent research, estimates that at least 17% to 20% of the nation's population displays a learning disability. Thus, 1 out of 5 persons will experience difficulties learning to read. Estimates for the CalWORKs population are higher, as would be expected for a group of parents with weak employment histories and low average educational attainment. According to one study, 30% to 50% of welfare recipients and 50% to 80% of students in Adult Basic Education programs have learning disabilities.<sup>3</sup> Adults with learning disabilities earn 58.1% of the median earnings of adults without learning disabilities; 42% of adults with learning disabilities earn no more than the federal poverty line. Drawing upon national estimates we can assume that at least 17%, and perhaps 50%, of CalWORKs parents may have learning disabilities.

*What percentage of CalWORKs parents are diagnosed and treated?*

In California, only approximately 5% of all K-12 students are diagnosed with learning disabilities and placed in special education. Thus, for many adults on CalWORKs, these disabilities were most likely not diagnosed, and therefore, they are not likely to have received appropriate services<sup>4</sup>. Diagnosis and appropriate intervention services enable 95% of people with learning disabilities to overcome their conditions<sup>5</sup>. However, in the absence of services, 74% of children who are reading disabled in third grade remain disabled at the end of high school.<sup>6</sup>

*What does CalWORKs law say about services to people with learning disabilities?*

CalWORKs parents who, during the appraisal<sup>7</sup> or assessment<sup>8</sup> process, or through lack of progress in an assigned program component, are identified as potentially having a learning problem are required by law to be referred to an evaluation for learning disabilities. The evaluation may entail a written or other type of examination to obtain information regarding a parent's learning disability and determine whether the parent is able to successfully complete or benefit from a CalWORKs

welfare –to-work activity. Based on the result of this evaluation, a CalWORKs parent may be referred to a welfare-to-work activity, an existing special program that meets the parent’s need, job search services, assessment, re-appraisal, or rehabilitation assessment and subsequent training.<sup>9</sup>

*What does the diagnosis of a learning disability entail?*

The diagnosis of a learning disability has three components: screening, evaluation and diagnosis. The **screening** process gathers information on an individual via observation of a person’s learning dynamics, social and emotional characteristics, interviewing, and evaluation of past education and employment record. The screening reveals whether a person is “at risk” of having a learning disability and triggers a thorough **evaluation and diagnosis**. Evaluations consist of thorough tests that provide information on a person’s intelligence, aptitude, and ability to perform a variety of literacy-related skills. Two such tests are: (1) Wechsler Adult Intelligence Scale Revised, and (2) Woodcock Johnson – Revised Tests of Achievement Battery and the Scales of Independent Behavior Test.

*Who evaluates and diagnoses a learning disability and how much does it cost?*

The evaluation and diagnosis process may be conducted by qualified professionals (e.g., educational psychologists or learning disabilities specialists in private practice) or through various government agencies, which include California Community Colleges, Literacy Programs and other service providers. Typically, this process costs between \$300 and \$1500 and may lead to a diagnosis of a specific learning disability and recommendation for both remediation and needed accommodations on the job. Effective screening and evaluations are culturally sensitive and may be administered in an individual’s dominant language.<sup>10</sup> Specific diagnosis done by qualified professionals using validated tests may qualify a person for reasonable accommodations under the Americans with Disabilities Act. A reasonable accommodation, for example, might be receiving an employer’s instructions orally rather than in writing.

*What is the treatment for learning disabilities and what are some examples of effective services?*

Individuals diagnosed with specific learning disabilities can receive appropriate psychological, technological and educational services. Remediation services usually involve smaller educational settings in which instructional techniques develop the individual’s reading, writing and basic math skills. Alternative test-taking strategies, assistive technology (e.g. tape recorders), career counseling to develop suitable job options, case management, social skills training, time management skills, and life skills training are other examples of services that enable those with learning disabilities to overcome their conditions.<sup>11</sup>

*What are some effective models that serve CalWORKs parents with learning disabilities?*

There are several effective models to serve adults with learning disabilities who are receiving welfare. The Seattle Private Industry Council, through its one-stop center, screens those clients who manifest a special learning need using two questionnaires. The questionnaires are reviewed, and, if indicated, additional data is gathered on the participant and the participant is scheduled for a learning disability test (evaluation and diagnosis). Different tests are administered to assess a client’s special learning need. These tests last about 4.5 hours. After the testing, a report is developed, followed by an accommodation plan to maximize an individual’s learning strengths.

Kansas and Washington State both developed learning disability initiatives that recognize and address learning disabilities among welfare recipients. Washington State, for example, established partnerships between social services and literacy service providers, to evaluate welfare recipients, diagnose those with learning disabilities and provide them with appropriate services. Services provided include alternative educational strategies, exploring suitable areas of employment, necessary training and working with the client to ensure they receive reasonable accommodations on the job.

Based in Chicago, the West Humboldt Employment Training Center (ETC) provides comprehensive services to enable welfare recipients to work towards their high school equivalency (GED) and/or enroll in training programs. The services ETC provides include an assessment of the participant's strengths and potential barriers to employment, including learning disabilities. The assessment precedes enrollment in the GED program or other educational components. Learning disabilities are screened using a learning disabilities assessment program. All participants who test at or below the 6th grade reading level are screened. ETC has also sought out in-service training to educate teachers in ways of accommodating learning differences and disabilities in the classroom.

---

<sup>1</sup> G. Reid Lyon, Ph.D., *The NICHD Research Program in Reading Development, Reading Disorders and Reading Instruction*, National Institute for Health and Human Development. <http://www.nclld.org/summit99/keys99-nichd.html> (last visited, December 6, 1999)

<sup>2</sup> U.S. Dept. of Education; Gadbow, N. F., and DuBois, D. A. *Adult Learners with Special Needs*, Malabar, FL: Krieger Publishing, 1998.

<sup>3</sup> Young, Gerber, Reder, Cooper, *Learning Disabilities and Its Impact on Poverty and Adult Literacy Programs citing The Learning Disabled in Employment and Training*, U.S. Department of Labor, 1991

<sup>4</sup> A Washington State Initiative that assessed JOBS participants for learning disabilities found that 36% of those assessed had learning disabilities but only 10% had received a prior diagnosis. A similar initiative in Kansas reported comparable findings. In addition to the striking results of these studies, researchers have found that though proportionately females and males have learning disabilities at the same frequency, boys are more likely to be diagnosed and to receive services. This puts welfare recipients, the majority of whom are women, at a disadvantage.

<sup>5</sup> National Institute of Child Health and Human Development, *Research from NICHD's Program in Learning Disabilities*, <http://www.nichd.nih.gov/publications/pubs/readbro.html> (last visited December 1, 1999)

<sup>6</sup> G. Reid Lyon, Ph.D., *The NICHD Research Program in Reading Development, Reading Disorders and Reading Instruction*, National Institute for Health and Human Development. <http://www.nclld.org/summit99/keys99-nichd.html> (last visited, December 6, 1999)

<sup>7</sup> Welfare and Institutions Code §11325.2 Appraisal, conducted at the point of entry to the CalWORKs program, refers to the process whereby the parent is informed of the program requirements and availability of supportive services. Through appraisals the county gathers information about a CalWORKs parent's employment history, skills and need for supportive services.

<sup>8</sup> Welfare and Institutions Code §11325.4 Assessment refers to the process whereby an individual's skills and needs are evaluated to develop an appropriate welfare-to-work plan. An assessment may include an evaluation of a parent's work history, employment skills, educational history, need for supportive services, chances for employment given current level of skills, and physical limitations or mental conditions that limit a parent's employability or ability to participate in program activities.

<sup>9</sup> Welfare and Institutions Code §11325.25 and All-County Letter No. 99-80, Department of Social Services.

<sup>10</sup> This may pose a challenge given a potential shortage of linguistically and culturally appropriate qualified evaluators.

<sup>11</sup> Delivering the appropriate services may be a challenge given a shortage of teachers in the Adult Education and other systems who have the appropriate training to serve adults with learning disabilities.

**From War on Poverty to War on Welfare:  
The Impact of Welfare Reform  
on the Lives of Immigrant Women**

**Equal Rights Advocates**

**April 1999**

## GOALS

- **Learn what barriers immigrant women face as they are forced to transition from welfare to work**
- **Understand their work history, their experiences with CalWORKs, the services they need**
- **Determine whether they will be able to move into the workforce in 18-24 months**
- **Find out what will happen when the 5 year lifetime limit on aid runs out**

## SANTA CLARA COUNTY

<b>Median income</b>	-	<b>\$53,500</b>
<b>Unemployment rate</b>	-	<b>2.7%</b>
<b>Total population</b>	-	<b>1.6 million</b>
<b>Immigrant population</b>	-	<b>25%</b>
<b>20% Asian</b>		
<b>23% Latino</b>		
<b>Welfare recipients</b>	-	<b>63,618</b>
<b>Immigrant recipients</b>	-	<b>21%</b>

## **INTERVIEW CRITERIA**

**75 Mexican-American/75 Vietnamese-American women**

- (1) Women**
- (2) Mexican or Vietnamese origin**
- (3) Noncitizens**
- (4) Received welfare benefits in last 7 months**
- (5) Preferably single parent**

## QUESTIONS ASKED

- English proficiency and native language literacy
- Experience with CalWORKs
- Education and Training
- Employment Opportunities
- Childcare and Transportation
- Health, Hunger and Housing

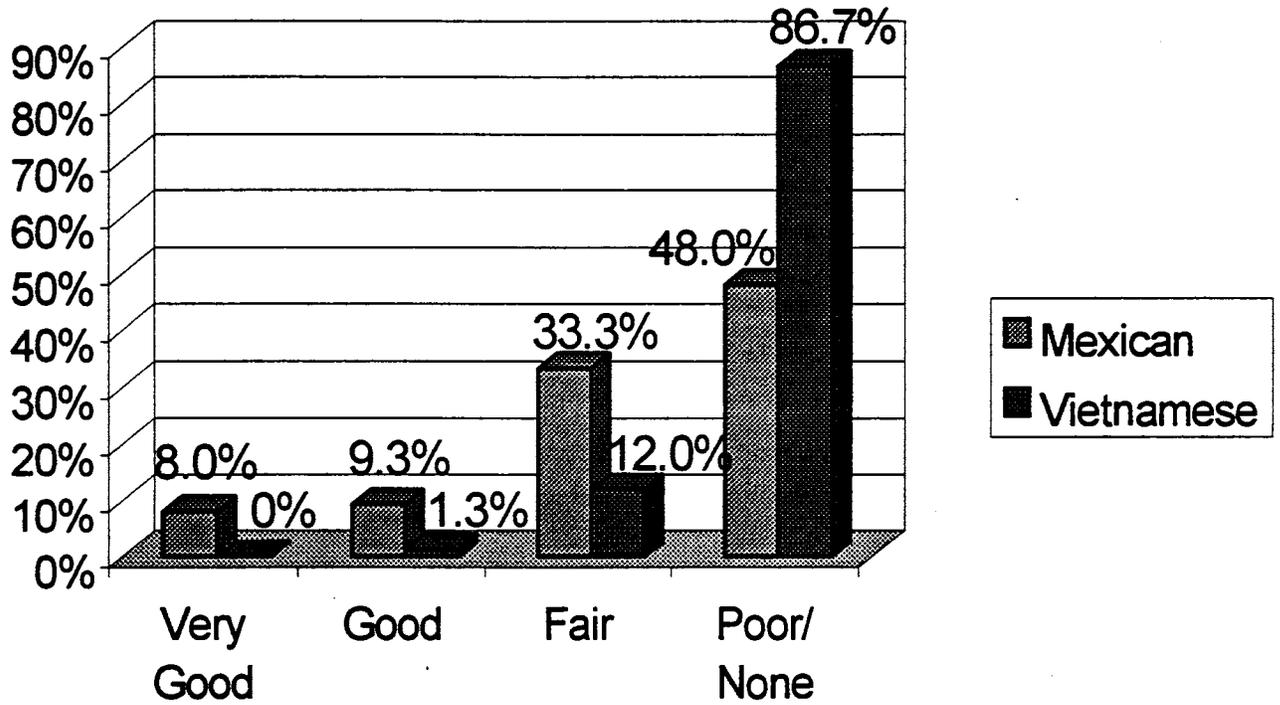
### About the Participants

	Mexican	Vietnamese
Number of Survey Participants	75	75
Current Welfare Recipients	76%	95%
Members of Two Parent Families	9%	51%
Average Number of Children	3.6	3.0
Average Age	34.1	38.8
Average Years of Education	6.5	8.7
"Poor to None" English Skills	48%	87%
Arrival in the U.S.	72% Between 1968 and 1989	90% In or After 1989

## THEMES

- **Immigrant Women Want to Work. They Prefer Working to Welfare But They Need Training and English Classes.**
- **Immigrant Women Receive Few CalWORKs Services. Those They Receive Do Not Meet Their Needs. They Fear 5 Years Is Not Enough Time.**
- **Immigrant Women Face Extreme Hardships. They Reported Significant Hunger, Overcrowding, Domestic Violence and Isolation.**

### Level of English Proficiency



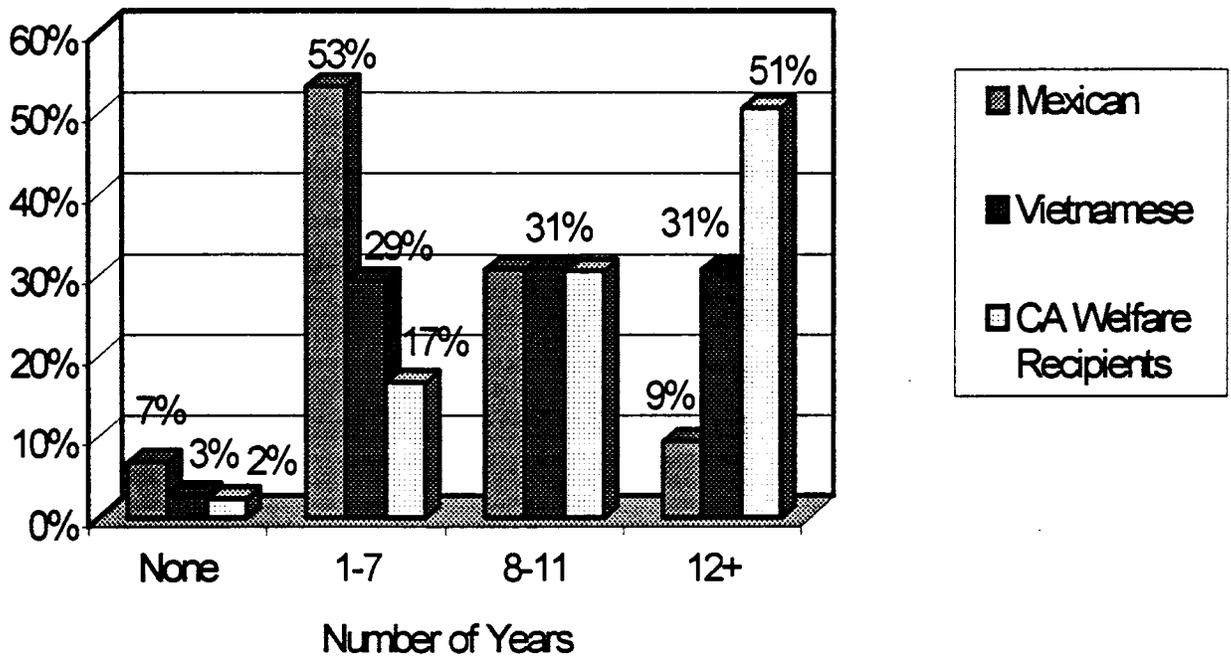
## Top Five Uses of Children for Translation

Mexican	Vietnamese
Teachers/Schools	Filing Out Forms
Filing Out Forms	Teachers/Schools
Cashier/Sales	Government Agencies
Healthcare Workers	Social Services
Landlord	Cashier/Sales

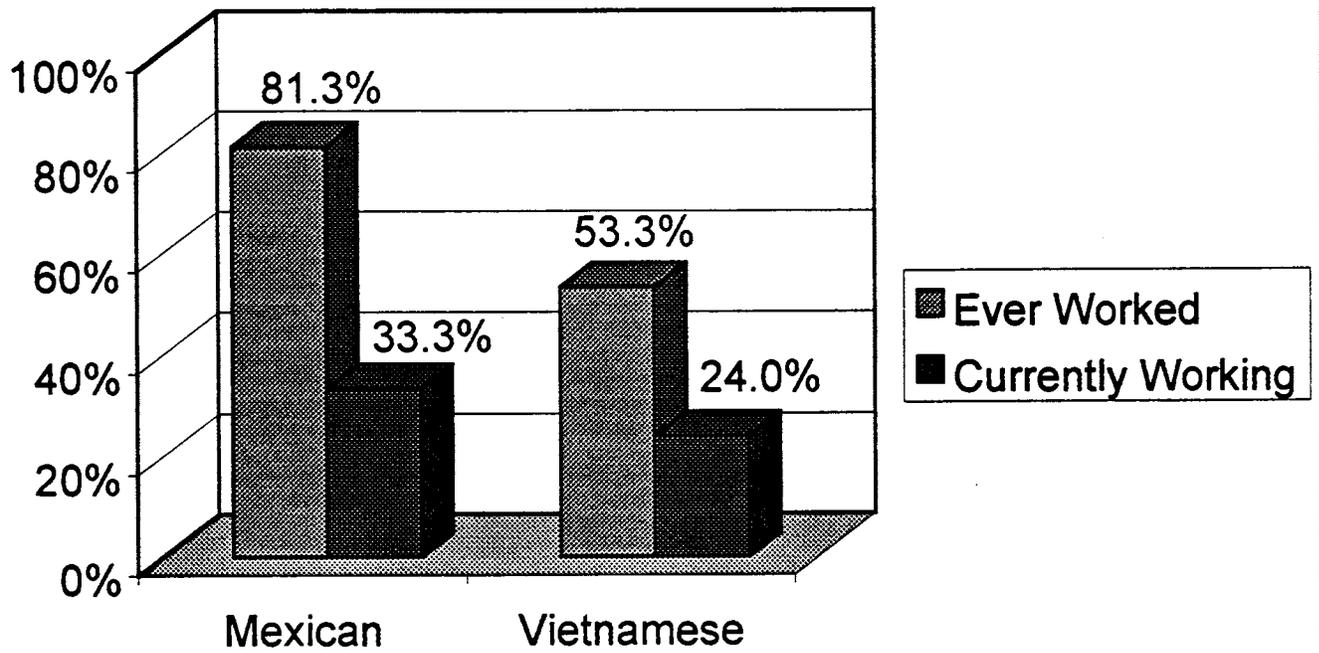
## Top Five Problems with Using Children for Translation

Mexican	Vietnamese
Children's Limited English	Leaves Out Information
Translates Incorrectly	Too Technical For Child
Leaves Out Information	Translates Incorrectly
Too Technical For Child	Native Language Limited
Answers Without Asking Me	Children's Limited English

## Years of Schooling



### Work History



**Top Five Needs for Overcoming  
Problems with Working\***

English Classes

Secure Job

Childcare

Job Skills Training

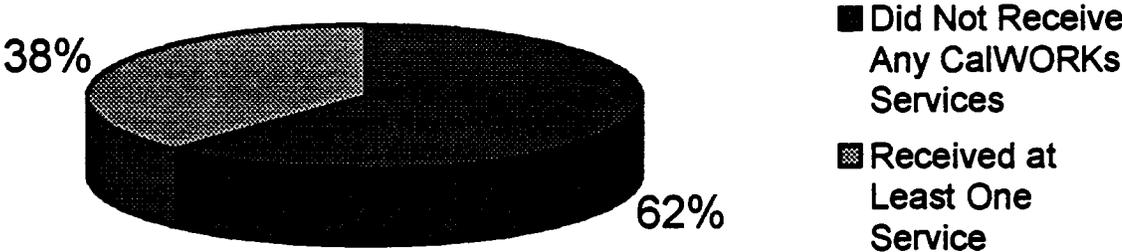
Transportation

\*Multiple choices permitted

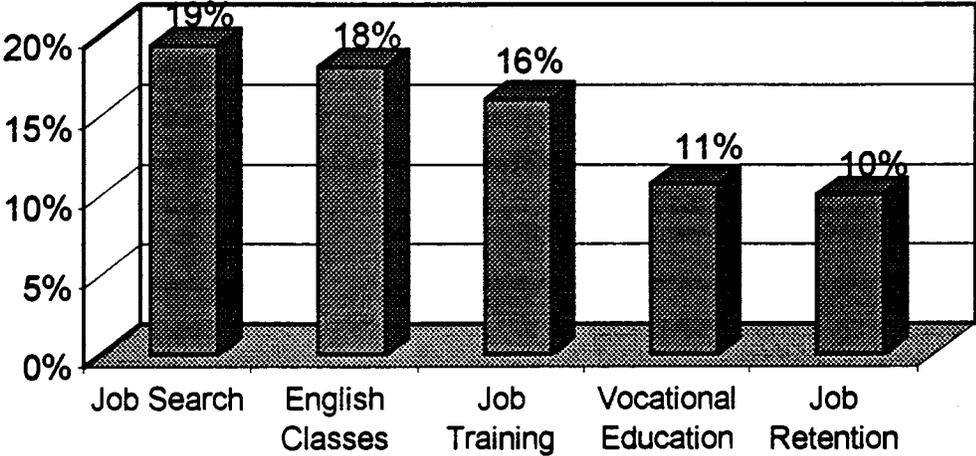
**Programmatic Areas for Which the  
Immigrant Women Received Information**

<i>Category</i>	<i>Mexican</i>	<i>Vietnamese</i>	<i>Total</i>
Food Stamps	76.0%	92.0%	84.0%
School Attendance	72.0%	70.7%	71.3%
Immunization	65.3%	72.0%	68.7%
Work Requirements	62.7%	62.7%	62.7%
Five-Year Time Limit	69.3%	54.7%	62.4%
Non-Compliance Sanctions	60.0%	48.0%	54.0%
Family Cap	54.7%	16.0%	35.3%
Work Requirement Exemption	36.0%	24.0%	30.4%
Good Cause for Not Participating in Work Activity	30.7%	22.7%	26.7%
Domestic Violence Waiver	24.0%	22.7%	23.3%
SSI	13.3%	16.0%	14.7%

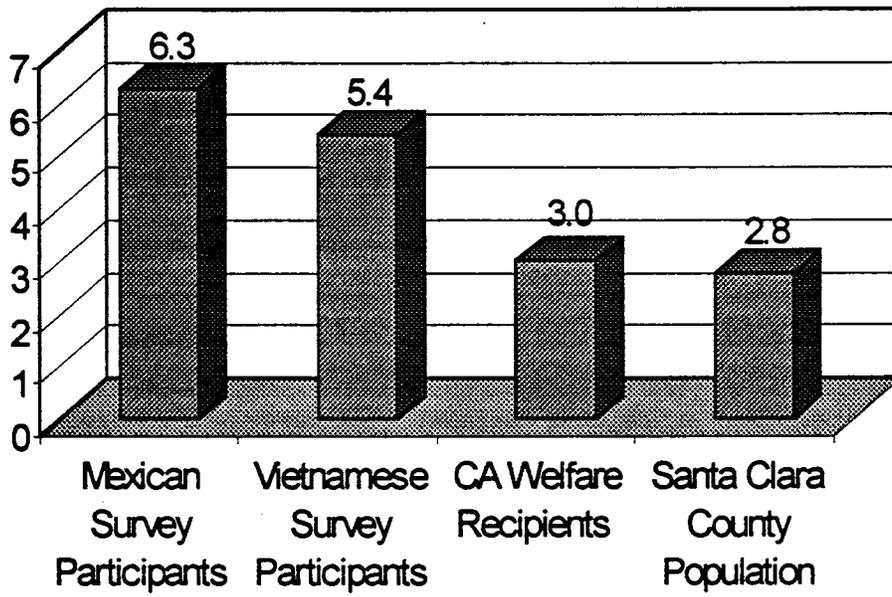
### Received CalWORKs Services



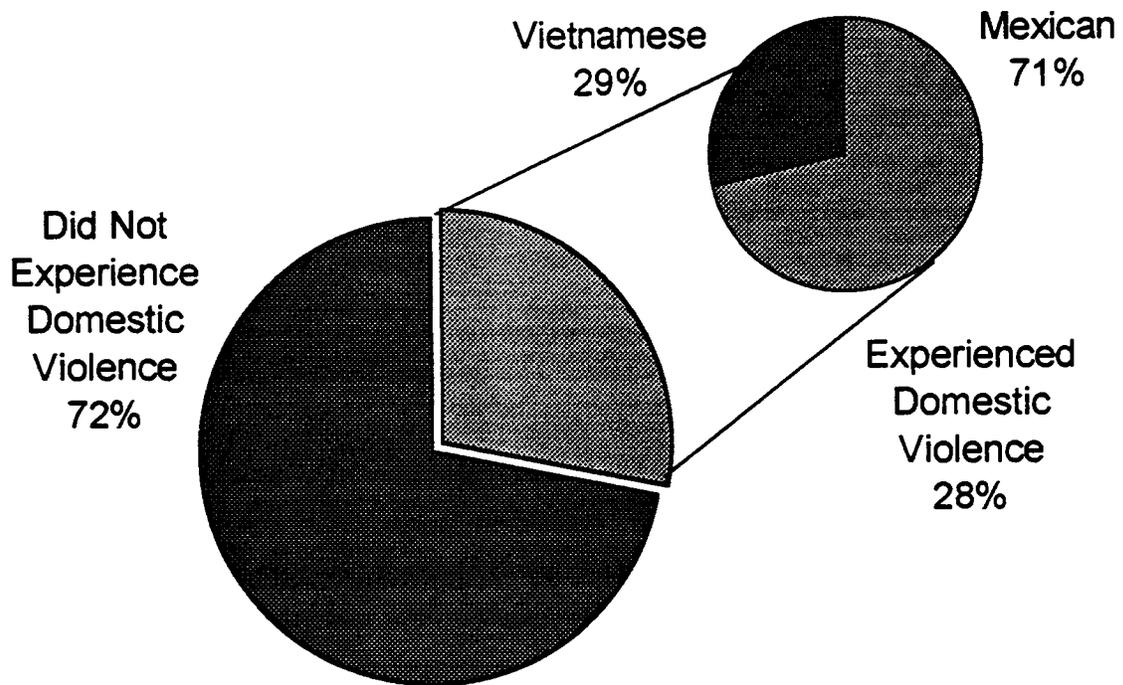
### Top 5 CalWORKs Services Used



Average No. Household Members



## Domestic Violence



## RECOMMENDATIONS

- **SB 1249 Would Amend CalWORKs to Offer Limited English-Proficient Participants the Option of Job Search or ESL.**
- **Develop and Fund Vocational Education and Job Training Programs that Integrate ESL. Target Higher Wage Jobs.**
- **Redesign Job Search Services. Target Higher Wage, Stable Jobs.**

## RECOMMENDATIONS

- **Standardize Training for All County Welfare Employees.**
- **Designate an Immigrant Liaison.**
- **Develop a Sister-to-Sister Program.**
- **Educate County Welfare Employees, Service Providers and Welfare Recipients About Workplace Rights. Screen Out Employers Who Are Known to Violate Employment Laws.**

## RECOMMENDATIONS

- Amend Federal Law to Count ESL Toward Work Participation Rates.
- Extend the 18-and 24-Month and 5-Year Time Limits for Recipients Who Have Significant Language Barriers.



## CalWORKs Project Group

# Help Connections, Volume 3

### Project Collaborative

- California Institute for Mental Health
- Children and Family Futures
- Family Violence Prevention Fund

### Joint CalWORKs Committee

- California Mental Health Directors Association
- County Welfare Directors Association
- County Alcohol and Drug Program Administrators Association of California

## THE CALWORKS PROJECT: Overcoming Mental Health, Domestic Violence and Alcohol and Other Drug Barriers to Employment

The California Institute for Mental Health, Children and Family Futures, Inc. and the Family Violence Prevention Fund are conducting a welfare reform study and technical assistance project. The focus is on identifying and overcoming barriers to employment that are due to mental health, alcohol and other drug, or domestic violence (MH/AOD/DV) issues. Information on the project is available at the California Institute for Mental Health website: [www.cimh.org](http://www.cimh.org). This is the third in a series of "Help Connection" issue papers offering concrete suggestions for social service, employment, mental health, alcohol and other drug and domestic violence programs.

Project staff make periodic site visits to each of six study counties. During these site visits, we hear about issues counties are identifying and also about how they are dealing with them. Some of these issues are documented here, as well as some promising approaches to dealing with them successfully. They are not offered as definitive solutions, but as ideas that might be helpful for other counties. If you have questions or would like to obtain more information about any of these proposed approaches and where they may be operational, please e-mail the CalWORKs Project at [CalWORKs@cimh.org](mailto:CalWORKs@cimh.org).

**"Overcoming Mental Health, Domestic Violence and Alcohol and Other Drug Barriers to Employment"**

The CalWORKS Project Group c/o California Institute for Mental Health  
1119 K Street • 2nd Floor • Sacramento, California 95814  
Tel 916.556.3480 • Fax 916.446.4519 • [www.cimh.org](http://www.cimh.org)

***Issue: Complexity of CalWORKs Rules and Regulations***

CalWORKs laws, regulations, policies and procedures are so new and complex they are not known or understood by all CalWORKs staff nor by MH, AOD and DV providers. This leads to inconsistent application of the rules within a county, which is very frustrating to recipients and to service providers. For example, the details of the Family Violence Option, and the application of exemptions, temporary absences and deferrals are not always understood or applied consistently. In addition, county-specific policies may also not be known or understood. For example, in one county there was confusion about the local policy *requiring* participants self-declaring a mental health problem to have an assessment.

***Suggested Approaches:***

- Provide *on-going* training for supervisors, line staff and contractors in the DSS (particularly for employment services). Also provide system-wide training opportunities for MH, AOD and DV providers serving CalWORKs recipients. (The CalWORKs Project offers regional training "forums and satellite teleconferences." See the website for details.)
- Provide brief and clear "crib sheets" that summarize the main rules and regulations for Eligibility Workers and Employment Counselors.
- Establish a CalWORKs help line to assist CalWORKs staff and providers. This help line must be staffed by those with the most expertise in CalWORKs rules and policies.
- Establish a special liaison person in DSS to deal with complicated questions about MH, AOD and DV services posed by providers. Providers then won't have to search the system for someone who can answer their questions and will be able to receive consistent advice.

***Issue: Low Numbers of Referrals, Unspent Funds***

Self-disclosure and recognition of signs or symptoms by DSS or employment service staff are producing low rates of referrals for MH, AOD and DV services. This results in some recipients not getting needed services and in unspent dollars. This is particularly a problem when counties are billing on a Fee-For-Service (FFS) basis.

***Suggested Approaches:***

Implement other strategies to increase referrals such as:

- "Reverse outstationing" – place eligibility workers at provider sites.
- Fund service providers (county or contract staff on a line item or block grant – not FFS basis – to do outreach for this population, whether or not they have met with CalWORKs staff to develop their welfare-to-work plan. That is, change the locus of identification from the DSS sites to the community sites where CalWORKs clients can be identified by providers using outreach.
- Use a standardized screening instrument and screen all new CalWORKs applicants for MH, AOD and/or DV issues as part of a comprehensive needs assessment for TANF recipients.
- Select eligibility and employment staff with interest, experience, and/or skill and create specialized caseloads dealing with clients with MH, AOD or DV issues. These staff would receive additional training and have smaller caseloads. Specialized staff can also be used in a triage function for new applicants. As soon as an eligibility worker identifies a client who may have MH, AOD or DV issues, the specialized worker is called immediately to come and take over.
- Formulate and disseminate *specific* policies that address recipients' fears of losing their children, since this is often cited as a reason for not disclosing MH, AOD and/or DV issues.

Use CalWORKs funding for a broader range of activities such as:

- Use available dollars to build MH, AOD and DV capacity for specialized target populations (e.g., shelter youth, incarcerated women, etc.) that are eligible for CalWORKs funding.
- Use funding to develop marketing campaigns aimed at CalWORKs recipients with MH, AOD or DV issues.
- Build service capacity in areas where counties have inadequate MH, AOD or DV services (e.g., residential beds for women with children, transitional housing, etc.).
- Intensify services to those that are identified (e.g., provide a comprehensive package of services including vocational services offered by AOD or MH providers who have experience in helping these populations become employed).

***Issue: Need to Learn More about Sanctioned and Exempt Populations***

In many counties up to a third of families are sanctioned and many others are exempted. Usually these processes occur before it can be determined whether there are MH, AOD or DV issues in the family. In one county that made a special effort to learn about sanctioned families, they discovered that many did not understand why they were sanctioned, many had AOD or MH issues, and over 90% of the reasons for the sanctions could be satisfied.

***Suggested Approaches for Learning About Sanctioned Families:***

- Ascertain whether or not the family understands why they were sanctioned and whether or not there is a way to remove the sanction if the family is not voluntarily choosing to be sanctioned.
- Do a data match to see if sanctioned families are in other caseloads.

- Include a person or persons with expertise in MH, AOD and DV issues on a home visiting team (information from other states has shown that sanctioned families are more likely to have these issues).

### ***Suggested Approaches for Handling Exemptions***

- Establish a policy by which all AOD and MH exemptions will be reviewed and approved by special county staff.
- Review recipients who are exempt due to a physical disability for MH and/or AOD issues that might underlie or complicate the clinical picture.
- Offer simultaneous treatment and work activities for those recipients who may be able, despite serious disabilities, to participate in CalWORKs. Exemptions may not be in the best interests of disabled participants who desire to work and are capable of doing so in a limited manner.

### ***Issue: Engaging Recipients Appropriately***

There is a need to balance a streamlined identification and referral process with a process that will encourage engagement of the client and determination of the most effective level of service.

### ***Suggested Approaches:***

- Establish a single comprehensive integrated team at the DSS eligibility site(s) comprised of staff with expertise in each of the areas. The team should provide assessments, crisis help and offer brief services (when that is all that is needed).
- In those counties where an on-site integrated team does not do the initial assessment, the screening and assessment process may need to be different for MH, AOD, and DV. For DV and MH, it may be best to provide direct referrals to service providers rather than

having a separate assessment. Since AOD services are generally provided by a variety of contractors, it might be better to conduct an initial client assessment for level of care before referral to a specific provider

***Issue: Providing Employment-Related Services to Participants who are Receiving Extensive MH, AOD or DV Services***

There is a small, but growing, caseload of participants who are receiving extensive MH, AOD and/or DV services. These are clients who have multiple barriers and/or are particularly vulnerable to failures in the workplace. Counties do not yet appear to have sufficiently clear policies about who will be responsible for the employment activity for these participants. Some counties hold to a policy that the person completes her treatment/services and then goes back into the regular CalWORKs work activity flow. Some counties require that the person in treatment/services comply with the full 32-hour work requirement during treatment/service. This can be inappropriate for some of these particularly vulnerable CalWORKs participants.

***Suggested Approach:***

- Establish policies by which MH, AOD and DV service providers can assume management of the work activity component of the person's CalWORKs plan. This can be an effective strategy, particularly with MH and AOD programs that already have experience with employment, as well as with DV programs that are adding this as a component of their services. This approach is particularly useful in counties where the DSS employment counselors have very high caseloads.

***Issue: Serving the Whole Family***

Some counties are recognizing a need to focus more on providing services to the whole family, rather than just the adult CalWORKs recipient.

***Suggested Approaches:***

- Develop a single “family plan” that encompasses the range of needs of both the welfare-to-work issues of the adults and the specific children’s needs. This plan may include immunizations, school attendance, healthcare, childcare and so on.
- When a family is involved with Child Protective Services (CPS), the single “family plan” should include CPS.
- When a MH and/or AOD assessment is indicated, conduct a comprehensive family assessment performed jointly by both adult and child service providers.
- Offer MH and AOD programs that treat both adults and children when both have service needs.
- Include targeted prevention and early intervention services to children of substance abusers or the parents identified as needing AOD services.
- Offer residential programs that enable families to stay together while one or more family members are receiving needed services.

*Look for more information on The CalWORKs Project website at [www.cimh.org](http://www.cimh.org).*

CADPAAC/CWDA/CMHDA  
PROPOSED JOINT CalWORKs POLICY COMMITTEE PRINCIPLES  
SEPTEMBER 16, 1999

**The Basis for Common Principles:**

The three associations have been meeting since the fall of 1998 to identify and propose policy and practice solutions to providing effective services for CalWORKs clients who need services for alcohol and other drug, mental health and/or domestic violence barriers to employment and economic self sufficiency. In the course of the associations' work, it became clear that a common understanding on the values that underpin the separate service systems was a necessary step to jointly resolving some of the policy and practice issues. These principles were developed to acknowledge the expertise in each of the service systems that serve families and to establish a common foundation for working across service systems.

Using the CADPAAC Women, Family, and Welfare Reform Committee "A Values and Working Principles" document from September 1998, three county agencies' submissions, and the results of the collaborative values inventory completed by committee members as starting points, the following is a composite statement of principles:

The Need

1. Alcohol and other drug (AOD) problems, mental illness, and domestic violence among welfare and child welfare families negatively affect the well-being of children, families, and communities. Pregnant and parenting women and their families are the clients who most often exist at the intersections of these systems.
2. Specialization among health and human service workers to better address specific issues among clients is desired to help ensure competency and expertise in serving families. This expertise among workers needs to include the ability to interact across disciplines, agencies, and service systems to ensure that families with multiple barriers to self sufficiency are effectively served.

The Problems of Working across Different Systems

1. Health and human service programs that serve families have been created at the federal, state, and county levels to address mental illness, substance abuse, child abuse and neglect, and economic dependency as largely separate conditions. Services for families affected by domestic violence have been developed outside of formal public agencies. In response, largely separate programs have been designed with separate intake, screening and assessment, referral, treatment, service provision, advocacy, training, and funding systems that often have difficulty in effectively working across the programs. While the existence of separate programs has helped develop specialization and expertise in specific arenas, at times it also creates barriers to effective services among families who need help from multiple areas of expertise. The five sets of agencies and professionals must commit to effectively work together and across arenas of specialization on behalf of clients who are enrolled in or need services from more than one of these systems at a time.

2. Studies of the prevalence of co-occurring conditions among clients of these systems and data matching across systems suggest strongly that a substantial number of clients are affected by multiple problems across these five systems and that the existence of more of these barriers negatively affects employment related outcomes.
3. These difficulties of working across the five service arenas have been compounded by recent federal and state policy changes which have accelerated the "clocks" that govern the mandated timelines for clients in the child welfare and welfare systems.

### Shared Policy Principles

1. A system of care approach that coordinates services across agencies and across levels of intensity of care for both mental health and AOD-affected clients offers timely access to more comprehensive treatment/services than single-system efforts can provide.
2. The existence of a wider array of funding sources for these supportive services for child welfare and welfare clients than has historically been available presents special opportunities which the systems must mobilize effectively. No one system can fund services needed by multiple-needs clients by itself.
3. Screening and assessment tools exist in each of the systems which could provide a deeper picture of clients' needs—for both children and parents—and should be used in a more cooperative approach that minimizes duplicative and overlapping assessments. Efforts should be made to ensure continuity of assessed treatment and services needs to avoid gaps in services.
4. Treatment monitoring and case management tools must be used in mental health, substance abuse treatment, family preservation and support, domestic violence services, and job readiness/economic self-sufficiency programs to assess clients' progress over time as they move through different services and support programs.
5. Clients who are "harder to serve and employ" due to their co-occurring problems must be assessed so that their greater challenges to the agencies attempting to serve them do not become disincentives for these agencies to seek out such clients, who are less likely to comply with treatment/services and keep appointments. Peer support and other forms of outreach are useful tools in engaging such clients in treatment.
6. Training across agency lines should emphasize these principles and equip front-line, supervisory, and management staff in all five systems together with their community partners with the tools and information they need to serve clients with multiple needs.
7. Although different agencies serve parents, children, or families from different perspectives and definitions of who the clients are—seeking to increase family self-sufficiency, respond to child abuse and neglect, treat mental illness and substance abuse among parents—all agree that servicing the whole family in a family-focused system would be more effective. Domestic violence services typically focus specifically on the needs of the victim of the violence.
8. While co-location and out-stationed staff do not address all interagency barriers, they have proven to be important first steps in a number of interagency efforts.
9. Flexibility in the utilization of funds and programmatic strategies is needed to ensure local control and discretion over the use of funds based on local concerns and allowing

for blended or jointly funded programs and expenditures as needed in a community.

#### Shared Concerns

1. The failure of mandated state information systems to capture adequate information about the clients who cross the boundaries of these systems is a major missed opportunity in an information age, when expensive new systems can disrupt front-line practice without producing useful new knowledge about clients' needs.
2. State agencies should be making parallel, extensive, and sustained efforts to work across agency lines in serving these populations, and should provide their local counterparts with information about promising practices and state efforts to reduce barriers faced in serving these clients. Periodic reports from these state agencies on their progress in reducing these barriers should be made to county counterpart agencies and to the legislature.
3. A work first policy perspective is most effective when early identification of needs and the provision of supportive services are well integrated.
4. Clients in the CalWORKs system may have significant reasons not to volunteer information about their need for supportive services, especially substance abuse treatment, due to their concerns about tighter child protective services timelines and regulations.
5. Concerns about confidentiality and client privacy issues, combined with courts' demands about information shared across agency lines when agencies are working together, have created some significant unresolved policy issues in working on interagency initiatives for clients with multiple needs.

#### Unresolved Issues Needing Further Discussion

1. Whose funding gets used first? How can funds be blended or combined for use on an interagency basis without any one system giving up more than it gets? How can reporting systems be managed to alleviate duplicative information management requirements and systems?
2. How can mandated timelines—the "different clocks"—be reconciled by agencies that seek first to respond to their own mandates for their own clients?
3. How much client progress by mental health and AOD clients is needed to enable welfare and child welfare systems to achieve their goals of self-sufficiency, family functioning, and child protection? How do we determine when a client in treatment is ready to participate in work activity? Should the clock be stopped for some clients who need intensive services? Should there be an allowance for non participation in work activities with good cause? Is abstinence the right standard? What will dependency courts and employers accept as sufficient client progress? Should these outcomes be focused solely work participation and/or also focused on overall good family outcomes?
4. Whose screening and assessments tools will be used? What client monitoring tools will be used; are there shared outcomes across the systems or completely separate outcomes systems?



The Numbers Count

## **Mental Illness in America**

According to a recent study by the World Health Organization, the World Bank, and Harvard University, mental disorders account for 4 of the 10 leading causes of disability in established market economies worldwide. These disorders are: major depression, manic-depressive illness, schizophrenia, and obsessive-compulsive disorder. Other research has estimated that the cost of mental illnesses in the United States, including indirect costs such as days lost from work, was \$148 billion in 1990, the last time the total bill was measured.

### Depression

More than 19 million adult Americans age 18 and over will suffer from a depressive illness--major depression, bipolar disorder, or dysthymia--each year. Many of them will be unnecessarily incapacitated for weeks or months because their illness is untreated.

- The onset of depression may be occurring earlier in life in people born in recent decades compared to the past.
- Nearly twice as many women (12 percent) as men (7 percent) are affected by a depressive illness each year.
- Depression is a frequent and serious complication of heart attack, stroke, diabetes, and cancer, but is very treatable.
- Depression increases the risk of having a heart attack. According to one recent study that covered a 13-year period, individuals with a history of major depression were four times as likely to suffer a heart attack compared to people without such a history.
- Depression costs the nation more than \$30 billion per year in direct and indirect costs, according to the most recent data available.
- Major depression is the leading cause of disability in the United States and worldwide, according to a recent study by the World Health Organization, the World Bank, and Harvard University.

### Manic-Depressive Illness

- More than 2.3 million Americans ages 18 and over - about 1 percent of the population - suffer from manic-depressive illness.
- As many as 20 percent of people with manic-depressive illness die by suicide.
- Men and women are equally likely to develop manic-depressive illness.

### Suicide

- In 1996, approximately 31,000 people died from suicide in the United States.
- Almost all people who kill themselves have a diagnosable mental disorder, most commonly depression or a substance abuse disorder.
- The highest suicide rates in the United States are found in white men over age 85.
- The suicide rate in young people has increased dramatically in recent years. In 1996, the most recent year for which statistics are available, suicide was the 3<sup>rd</sup> leading cause of death among 15 to 24 year olds.

- Men are more than four times as likely as women to commit suicide.

### Schizophrenia

- More than 2 million adult Americans are affected by schizophrenia.
- In men, schizophrenia usually appears in the late teens or early twenties. The disorder usually shows up when women are in their twenties to early thirties.
- Schizophrenia affects men and women with equal frequency.
- Most people with schizophrenia suffer chronically throughout their lives.
- One of every 10 people with schizophrenia eventually commits suicide.
- Schizophrenia costs the nation \$32.5 billion annually according to the most recently available data.

### Anxiety Disorders

- More than 16 million adults ages 18 to 54 in the United States suffer from anxiety disorders, which include panic disorder, obsessive-compulsive disorder, post-traumatic stress disorder, social phobia, and generalized anxiety disorder.
- Anxiety disorders cost \$46.6 billion in 1990.
- Anxiety disorders are frequently complicated by depression, eating disorders, or substance abuse. Many people have more than one anxiety disorder.

### Panic Disorder

- Panic disorder affects about 1.7 percent of the U.S. adult population ages 18 to 54, or 2.4 million people, in a given year.
- Panic disorder typically strikes in young adulthood. Roughly half of all people who have panic disorder develop the condition before age 24.
- Women are twice as likely as men to develop panic disorder.
- People with panic disorder may also suffer from depression and substance abuse. About 30 percent of people with panic disorder abuse alcohol and 17 percent abuse drugs such as cocaine and marijuana.
- About one-third of all people with panic disorder develop agoraphobia, an illness in which they become afraid of being in any place or situation where escape might be difficult or help unavailable in the event of a panic attack.

### Obsessive-Compulsive Disorder (OCD)

- About 2.3 percent of the U.S. adult population ages 18 to 54, approximately 3.3 million Americans, has OCD in a given year.
- OCD affects men and women with equal frequency.
- The nation's social and economic losses due to OCD totaled \$8.4 billion in 1990.

### Post-Traumatic Stress Disorder (PTSD)

- In the United States, about 3.6 percent of adults ages 18 to 54, or 5.2 million people, have PTSD during the course of a given year.
- PTSD can develop at any age, including childhood.
- PTSD is more likely to occur in women than in men.
- About 30 percent of men and women who have spent time in war zones experience PTSD. The

disorder also frequently occurs after violent personal assaults, such as rape or mugging or domestic violence; terrorism; natural or human-caused disasters; and accidents.

- Depression, alcohol or other substance abuse, or another anxiety disorder often accompany PTSD.

### Social Phobia

- About 3.7 percent of American adults ages 18 to 54, or 5.3 million people, have social phobia in a given year.
- Social phobia occurs in women twice as often as men, although a higher proportion of men seek help for this disorder.
- The disorder typically begins in childhood or early adolescence and rarely develops after age 25.
- Social phobia is often accompanied by depression and may lead to alcohol or other drug abuse.

### Attention Deficit Hyperactivity Disorder (ADHD)

- ADHD is one of the most common mental disorders in children, affecting 3 to 5 percent of school-age children.
- Two to three times more boys than girls are affected.
- ADHD has long-term adverse effects on success at school, work, and in social relationships.
- National public school expenditures on behalf of students with ADHD exceeded \$3 billion in 1995.
- As they grow older, children with untreated ADHD who have a coexisting conduct disorder often experience drug abuse, antisocial behavior, teenage pregnancy, and injuries of all sorts.

### Autism

- Autism and related disorders (also called autism spectrum disorders or pervasive developmental disorders) represent chronic and severely disabling developmental disorders. There is no known cure.
- There are 1 to 2 cases of autism per 1,000 people.
- These disorders develop in childhood and are generally apparent by age three.
- Autism is three to four times more common in boys than girls. Girls with the disorder, however, tend to have more severe symptoms and lower intelligence.
- These disorders present families with financially and emotionally costly challenges over the lifespan of their affected children. About 60 percent of adults with autism will require continued care throughout their lives.
- The cost of health and educational services to those affected by autism exceeds \$3 billion each year.

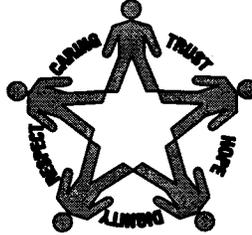
NIH Publication No. NIH 99-4584

---

For More Information About NIMH

Contact:  
Office of Communications and Public Liaison, NIMH  
Information Resources and Inquiries Branch  
6001 Executive Blvd  
Room 8184, MSC 9663

## County of Los Angeles – Department of Mental Health



# CalWORKs

## California Senate Health and Human Services Committee Interim Hearing on “Status of CalWORKs: Statewide and in Los Angeles County”

Marvin J. Southard, DSW  
Director of Mental Health

**Dennis Murata, MSW**  
District Chief  
Adult Systems of Care  
(213) 738-4978  
[dmurata@dmh.co.la.ca.us](mailto:dmurata@dmh.co.la.ca.us)

**Yvette L. Townsend, LCSW**  
District Chief  
Children's Systems of Care  
(213) 738-3111  
[ytownsend@dmh.co.la.ca.us](mailto:ytownsend@dmh.co.la.ca.us)

**Dolores Daniel, LCSW**  
CalWORKs Coordinator  
Adult Systems of Care  
(213) 738-2819  
[ddaniel@dmh.co.la.ca.us](mailto:ddaniel@dmh.co.la.ca.us)

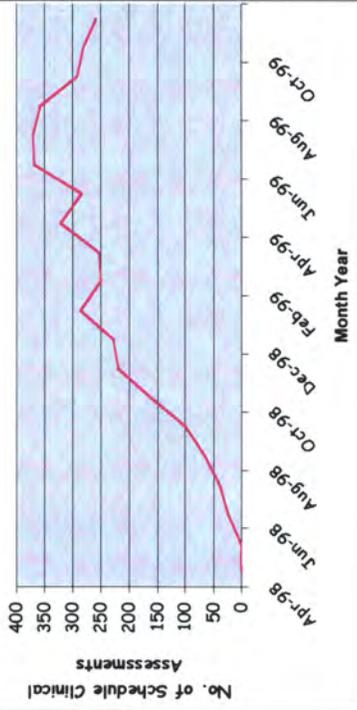
**Elizabeth Duran, LCSW**  
CalWORKs Coordinator  
Children's Systems of Care  
(213) 738-4999  
[eduran@dmh.co.la.ca.us](mailto:eduran@dmh.co.la.ca.us)

# County of Los Angeles - Department of Mental Health

## CalWORKs Mental Health Supportive Service -

### Brief Summary of Service Data for FY 1998-99

Number of Scheduled Mental Health Clinical Assessments  
April 1998 thru Nov. 1999  
(n=4,161)

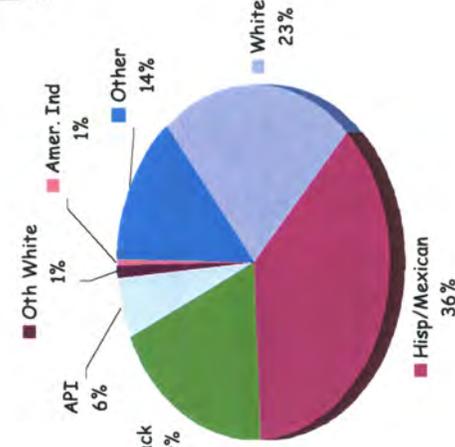


- There were over 4,000 mental health clinical assessments scheduled by DPSS/GAIN CalWORKS screeners and vocational assessors.
- Approximately 55% of the CalWORKS participants screened for supportive services and referred to mental health clinical assessments kept their appointments. Of these participants, 80% are referred on to mental health supportive services.

• Mood disorders, e.g., Major Depression, Dysthymic and Bipolar Disorders were diagnosed in more than 65% of the CalWORKS Participants who received mental health supportive services followed by Anxiety Disorders, e.g., Anxiety, Panic and PTSD.

• It is estimated that approximately 1/3 of the participants seen have either a co-occurring Substance Abuse problem or are victims of domestic violence.

CalWORKs Participants Receiving Mental Health Supportive Services  
Percent by Ethnic Group, FY 1998-99



• During FY1998-99, there were over 1,100 CalWORKS participants who received treatment to remove their mental health barriers to employment.

• Female participants represented approximately 90% of the caseload. More than 1/3 spoke a primary language other than English

• Participants of Hispanic or Spanish origin represented over a third of the participants served.

• The average age is 37.8 for females and 39.1 for males.

Top Ten Primary DSMIV Diagnosis @ Admission, FY 1998-99

Major Depression	53.75%
Dysthymic Disorder	7.22%
Adjustment Disorder	5.98%
Bipolar	5.70%
Anxiety	5.13%
Post Traumatic Stress Disorder	4.75%
Panic	3.32%
Schizo-Affective	2.85%
Psychotic Disorder	2.09%
Schizophrenia	1.80%

# County of Los Angeles - Department of Mental Health

## *CalWORKs Mental Health Supportive Service*

### *Implementation Issues*

- Services Delivery Issues
  - Establishing continuity and consistency among the supportive services
  - Educate participants and the community on WTW
  - Guide providers through the transition to provide non-traditional services; family centered and individual focused treatment rather than solely individual centered services. Community based rather than clinic based services. Systems approach rather than a single focus on needs.
- What is Being Done
  - Cross training and team building across supportive services
  - Implementation of on-site supportive services orientations and in-home assessments.
  - Clinical focused and agency level training, training, and more training
  - Establishing outreach guidelines, definitions, and resources. Hiring of community workers from the GAIN program and indigenous community residents.

# County of Los Angeles - Department of Mental Health

## *CalWORKs Mental Health Supportive Service*

### *Implementation Issues*

- **Services Delivery Issues**
  - Need to integrate mental health treatment with vocational assessments and employment services
  - Need for bilingual licensed mental health professionals
  - Refugee and immigrant issues
  - Sanctioned participants
  - Limited drop in childcare resources
- **What is Being Done**
  - Collaboratively developing directives for mental health and GAIN vocational staff
  - Intensive recruitment efforts are taking place and a restructured staffing pattern than includes B.A. level case workers and community outreach workers.
  - Pilot programs that target non-English, non-Spanish immigrant populations
  - Gearing up for home visits and follow up visits to persons who are being sanctioned or terminated treatment.

# County of Los Angeles - Department of Mental Health

## *CalWORKs Mental Health Supportive Service*

### *Implementation Issues*

- Funding and Other Issues
  - All funds will be allocated though not entirely spent/billed but will be over the next year.
  - Need to have resources in place before aggressive outreach can begin
- Need to be prepared to serve the sanctioned or to be sanctioned participant.
- Need more drop in childcare resources
- Need to develop post employment and long-term solutions to achieve self-sufficiency

# County of Los Angeles - Department of Mental Health

- Practices Being Implemented
  - Mental Health Liaison Agencies
  - On-site Orientation
  - Modified Clinical Assessment Tool
  - Restructuring of Service Access Protocols
  - Joint Community Assessment Services Center
  - On-site Assessments
- Things to be done
  - Development of a seamless supportive services delivery system
  - Recruitment of bilingual clinical resources
  - Home visits and intensive community outreach
  - Integration of vocational and employment services
  - Quicker access to services



# County of Los Angeles Department of Mental Health

Marvin J. Southard, D.S.W., Director

John S. Hatakeyama, Deputy Director

## children's system of care



### Our Vision

"We make our community better by providing World Class Mental Health Care."

### Mission Statement

To support the normal development of children by enabling them to achieve and maintain optimum mental health so that they remain at home, succeed in school, and function well in the community.

- School-linked services in collaboration with school districts.
- Mental health services as required by Federal Individuals with Disabilities Education Act (IDEA) and California Education Code in collaboration with school districts (AB3632).
- Family Preservation & wraparound services in collaboration with Department of Children and Family Services.
- State funded System of Care for severely emotionally disturbed children in collaboration with the Departments of Children and Family Services, Probation, school districts and community-based organizations.
- CalWORKs services in collaboration with Department of Public Social Services and community-based agencies.
- Expansion of services and funding through Healthy Families.
- Dual diagnosis services for children with alcohol and other drug abuse along with mental disorders.
- Transitional services for young adults.
- Administrative and financial responsibility for mental health MediCal services for Los Angeles County residents.

- Collaboration with parents at service delivery and program development level.
- Expansion of services through Early Periodic Screening, Diagnosis and Treatment Programs.
- Wide range of community-based mental health services including outreach, case management, outpatient, day treatment and crisis intervention.
- Mental health services co-located with group homes, MacLaren Children's Center, juvenile halls & camps; acute and long-term inpatient hospitals.



# County of Los Angeles Department of Mental Health

Marvin J. Southard, D.S.W., Director

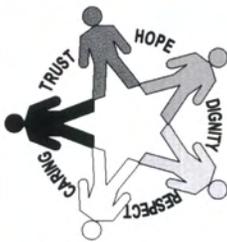
John S. Hatakeyama, Deputy Director

## children's system of care



# Principles

1. Focus on the family and child's strengths
2. Focus on parents as partners and as part of the solution to the problem.
3. Acknowledge cultural differences and culturally competent treatment.
4. Provide in-home and community-based services.
5. Focus on preventing group home placement or higher level of care.
6. Service delivery provided by a service team in a collaborative and integrated effort.
7. Focus is long term, and a commitment to families is a crucial element.
8. Interventions are outcome driven.
9. Flexible and individualized services tailored to the needs of families.
10. Develop new resources through partnerships with the public and private sector.
11. Interagency screening process that identifies service needs of families across the various participating agencies, requiring accountability for delineated goals.
12. Development of a forum for parent/caretaker's voice to be included in all aspects of service planning and delivery.



# County of Los Angeles Department of Mental Health

Marvin J. Southard, D.S.W., Director

John S. Hatakeyama, Deputy Director

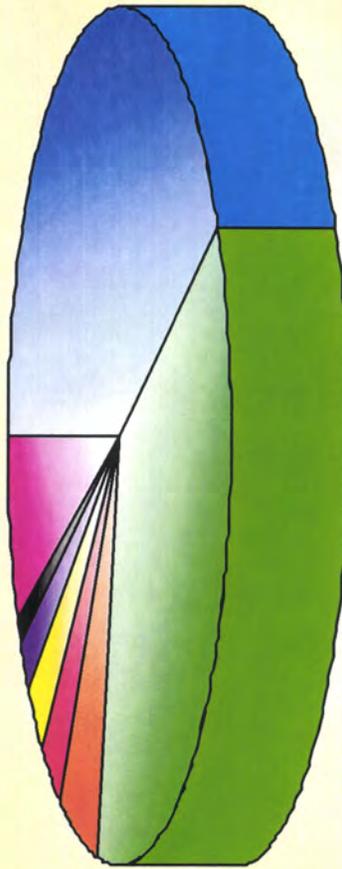


**children's system of care**

## Adolescent Population Characteristics

Fiscal Year 1997-98

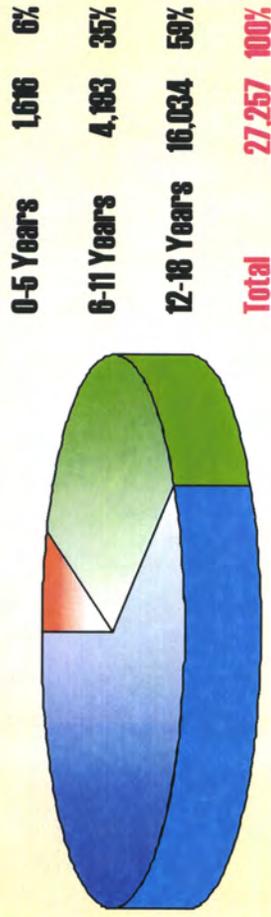
### Primary Diagnosis of Adolescents\*



Attention Deficit/Disruptive Behavior Disorders	6,734	42%
Major Depressive Disorders	5,850	36%
Anxiety Disorders	960	6%
Bipolar Disorders	487	3%
Psychosis	458	3%
Schizophrenia	282	2%
Pervasive Developmental Disorders	202	1%
All Other Diagnoses	1,050	7%
<b>Total</b>	<b>16,034</b>	<b>100%</b>

\*At time of admission to DMH system. By collapsed DSM-IV Diagnostic Categories.

### Total Child Client Population (by age)



Age 12-18 years    Age 6-11 years    Age 0-5 years

### Ethnicity of Adolescent DMH Population



Hispanic    Black    White    Other    Asian

**1036-S**

Additional copies of this publication may be purchased for \$7.75 per copy (includes shipping and handling) **plus current California sales tax.**

Senate Publications  
1020 N Street, Room B-53  
Sacramento, CA 95814  
(916) 327-2155

Make checks payable to SENATE RULES COMMITTEE.  
**Please include Senate Publication Number 1036-S when ordering.**