

Welfare Reform in California

*Results of the 1998 All-County
Implementation Survey*

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The research described in this report was prepared for the California Department of Social Services under Contract No. H38030.

ISBN: 0-8330-2722-0

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Published 1999 by RAND

1700 Main Street, P.O. Box 2138, Santa Monica, CA 90407-2138

1333 H St., N.W., Washington, D.C. 20005-4707

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Preface

In response to national welfare reform legislation—the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA), which was signed in August 1996—California passed legislation on August 11, 1997 that replaced the existing Aid to Families with Dependent Children (AFDC) and Greater Avenues to Independence (GAIN) programs with the California Work Opportunity and 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 RAND to conduct a statewide evaluation of the CalWORKs program.

This RAND report presents the results of the first of three Annual All-County Implementation Surveys (ACISs) to be conducted as part of the statewide evaluation of CalWORKs.

Complete survey responses from the 58 counties are contained in a companion volume: MR-1052/1-CDSS, *Welfare Reform in California: Results of the 1998 All-County Implementation Survey, Appendix*, February 1999. Another report—MR-1051-CDSS, *Welfare Reform in California: State and County Implementation of CalWORKs in the First Year*, and its Executive Summary, MR-1051/1, February 1999—combines information from this survey with information from key informant interviews and other sources to present a richer picture of the early implementation of CalWORKs programs in state government and the counties.

In addition to this process study, there is a parallel impact and cost-benefit study. Preliminary results from that study will be released in October 2000, with the final results in October 2001.

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

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Summary

This report provides the results of the 1998 All-County Implementation Survey (ACIS) conducted as part of RAND's statewide evaluation of CalWORKs. It summarizes the responses of all 58 California counties to questions about their first year's experiences with implementing CalWORKs.

The contract between CDSS and RAND for the Statewide CalWORKs Evaluation requires an All-County Implementation Survey (ACIS) in the Fall of 1998, 1999, and 2000 and specifies a response rate of at least 80 percent. This first ACIS was developed immediately after the signing of the contract for the evaluation, on an accelerated schedule, and through a collaboration between RAND, CDSS, and other state and county agencies. The final questionnaire includes 15 questions. The final survey was mailed out October 16, 1998. Responses were requested by November 6, 1999. By November 30, responses had been received from all 58 of California's counties.

Overall, the responses to the ACIS indicate that both planning and implementation are still very much under way, although many counties have completed most of the required planning activities and indicate that most program components are fully operational.

Organizationally and administratively, the counties have made significant changes in welfare operations, in the structure and organization of their welfare departments and other agencies, in staffing, and in information systems. Some of the changes predate CalWORKs. Further change is under consideration in many counties.

While many counties attested in the ACIS to the success of their strategies for dealing with various aspects of implementation, their specific programs vary greatly. Consensus is hard to find among the counties, but nearly all report no major problems to date. However, counties anticipate problems in the future with cumulative lifetime limits and work requirements. There is no consensus on what is posing start-up or even major ongoing problems at this time, although a majority of counties mentioned work participation rates for unemployed parent (UP) units, monitoring work activities, and evaluating program performance as operations that are posing ongoing problems.

A majority of counties agree on the environmental and organizational characteristics that greatly hinder and facilitate implementation. For the most part, it is environmental characteristics such as the job market, housing, and transportation that hinder implementation; interagency relationships, planning, and experience with welfare reform have facilitated implementation. Nearly all agree that special needs child care (infant, sick, off-hours) and transportation are inadequate.

Nearly all the counties agree that their interaction with other agencies has increased, especially with the many agencies with whom welfare departments had little or no regular interaction before CalWORKs but with whom coordination on service delivery is now required. Many counties included the importance of interagency relationships in their responses to questions about successful strategies, organizational changes to facilitate implementation, and what facilitates implementation.

Yet evidence based on interviews with welfare agency representatives suggests that major obstacles may impede successful coordination across agencies. In addition, based on the counties' reports of planning and implementation still to be completed, the issue of interagency working relationships will continue to be important. To date, several planning and operations components that involve interagency coordination lag behind others.

This report summarizes results from the 1998 ACIS. RAND will conduct two additional ACISs in the fall of 1999 and 2000. This first ACIS was sent only to the welfare agency. In subsequent years the questionnaire will again be sent to the county welfare agency. In addition, questionnaires will be sent to several allied county agencies involved in the local implementation of welfare reform.

Furthermore, these ACISs are only one component of RAND's Statewide CalWORKs Evaluation. A parallel report on implementation, MR-1051-CDSS, combines these ACIS results with information from interviews in six focus counties and reviews of official documents and the secondary literature to give a richer description of the implementation of CalWORKs through mid-December 1998. Additional field work in the focus counties and less intensive visits to a larger number of follow-up counties will yield even richer characterizations of the implementation of CalWORKs in reports to be released in February 2000 and 2001. Finally, RAND will release reports in October 2000 and 2001 on the impact of CalWORKs.

Acknowledgments

This report was made possible by the cooperation of staff from all 58 county welfare departments in California, who completed the 1998 All-County Implementation Survey (ACIS). In particular, we thank the directors and their deputies, managers, supervisors, and other staff members, who were uniformly generous with their time and thoughtfulness about their experiences. In addition, we are grateful to Jerry Dunn, William Gundecker, Dottie Ingalls, Frank Mejia, Roy Redlich, John Semas, Althea Shirley, and Kathy Watkins, who took time from their busy schedules to participate in pretesting a draft of the questionnaire. Finally, thanks to our sponsor agency staff for coordinating internal and external CDSS review, which provided additional helpful input on the draft questionnaire and draft report.

At RAND, we are grateful to Survey Research Group (SRG) colleagues Linda Daly and Tim Vernier, who typed the questionnaire; to Patricia Frick, who set up the record management system and mailed out the survey materials and letters; to Ellyn Bloomfield, who followed up with the counties and kept track of survey progress; to Tom Blogdon, who helped to input the survey data quickly for the programming team; and to Beth Roth and Rodger Madison, who prepared the data files for analysis. In addition, we would like to thank Debra Strong, Jill Humphries, Nicole Humphrey, Elaine Reardon, Cathy Stasz, and Gail Zellman for their helpful comments on drafts of the questionnaire and Jim Dertouzos and Brent Keltner for their insightful reviews.

Finally, a document such as this emerges because of the dedicated behind-the-scenes efforts of secretaries and publications staff members. They received the document late and made up the time in their activities. They have handled the time pressures with grace and charity. Secretaries working on this document and the project include Cherie Fields and Patrice Lester. We are also grateful to the staff of RAND's Publications Department who worked on this document under a tight schedule during the December holidays. They include Betty Amo, Phyllis Gilmore, Paul Murphy, Miriam Polon, and Jane Ryan.

Glossary

ACIS	RAND All-County Implementation Survey
AFDC	Aid to Families with Dependent Children
APP	Alternative payment provider
CalWORKs	California Work Opportunity and Responsibility to Kids
CBO	Community-based organization
CDSS	California Department of Social Services
DoL	Department of Labor
EDD	Employment Development Department
GAIN	Greater Avenues to Independence
JTPA	Job Training Partnership Act
MEDS	Medi-Cal Eligibility Determination System
PIC	Private Industry Council
PRWORA	Personal Responsibility and Work Opportunity Reconciliation Act
REB	CDSS Research and Evaluation Branch
RFP	Request for proposal
SRG	RAND's Survey Research Group
TANF	Temporary Assistance to Needy Families
UP	Unemployed Parent assistance unit
WTW	Welfare-to-Work

1. Introduction

Background

Continuing California's tradition of county administration of welfare programs, California's implementation of welfare reform—the California Work Opportunity and Responsibility to Kids (CalWORKs) program—granted considerable discretion to the state's counties in designing their welfare programs. Areas of county discretion included:

- Designing welfare-to-work (WTW) activities and services;
- Determining what activities to allow toward work requirements, and whom to exempt from work requirements and for how long;
- Deciding what form collaboration should take among agencies and the private sector to provide training and support services and to identify jobs;
- Deciding what programs should be implemented to provide needed substance abuse and mental health services, child care, transportation, and domestic violence assistance;
- Designing job retention and community service programs;
- Providing assistance for families transitioning off aid;
- Providing public input to CalWORKs planning.

In addition, individual counties are responsible for the implementation of both the statewide changes and the county-specific plans. Thus, counties need to design a system to deliver the services that will move recipients into the work force and then to self-sufficiency within the statutory time limits. Counties are subject to financial sanctions for failure to meet statutory requirements and can receive incentives in the form of the retained savings that result from moving participants to work.

Objectives

This RAND report describes the results of a survey to track initial county planning and implementation of CalWORKs. The survey was conducted as part of a legislatively mandated independent evaluation of CalWORKs. The

California Department of Social Services' (CDSS's) Request for Proposal (RFP) for the independent evaluation included a requirement for an annual county implementation survey to be conducted by mail "to determine the problems encountered, resolutions reached, and innovations created by the counties." The RFP listed specific aspects of administering CalWORKs that needed to be included in the first survey. Finally, the RFP required a county response rate of at least 80 percent.

Through a collaborative process with CDSS Research and Evaluation Branch (REB) staff, other CDSS staff, other state agencies, and representatives from several county welfare departments, RAND developed a questionnaire in September and early October of 1998. Tight schedules for this first survey required pretesting in parallel with the final questionnaire development. The survey was mailed out October 16. By November 30, responses had been received from all 58 counties for a 100 percent response rate.

Research Methods

Several considerations guided the design of the 1998 All-County Implementation Survey (ACIS). First, this survey represents the first data-collection task of the RAND CalWORKs evaluation, which started in September 1998. The contract called for a report on the survey results by February to provide early feedback to a variety of state and local stakeholders. Given the tight timeframe, ACIS design took place before project staff had completed a first round of visits to counties selected as focus counties by CDSS.

Second, this survey was timed to reach the counties early in the CalWORKs implementation process when many design features were still in development in the counties and implementation was not complete. Therefore, we had to anticipate that reports on implementation from the counties would be based on work in progress, not a final assessment. Furthermore, because the responses from each county were to be published, we had to anticipate that counties would be reluctant to address some topics on the record.

Third, we knew that experiences among the counties were likely to vary, just as other characteristics of population and geography and local government vary throughout California. This survey is the only part of the evaluation that enables us to collect data from county welfare administrators in all 58 of California's counties. It collects information on their perceptions of the context in which implementation is proceeding and on its progress. As such, it is an important tool for gathering information to help understand and interpret the differences

we observe using administrative data on caseloads and outcomes at the county level.

Fourth, the survey was to be conducted by mail with telephone follow-up. This field approach required a standardized questionnaire suitable for self-administration and a reasonable period of time to permit counties to respond.

Finally, the survey will be repeated annually for a total of three times. Thus we need the continued cooperation of the counties over this period so that we can expand and revise the questionnaire as the evaluation itself expands. Our methods, therefore, were designed to meet the severe time constraints and to minimize the burden on the counties while obtaining a wide range of information about early successes and problems in implementing key components of CalWORKs.

Sample

The 1998 ACIS sample consisted entirely of county welfare agency representatives. A list of agency directors was provided to RAND's Survey Research Group (SRG) by CDSS. Because CDSS reported that a large amount of turnover was occurring in county personnel, SRG staff contacted each county agency to confirm the name and address of the agency director and to obtain a name of the current deputy director or manager responsible for implementing CalWORKs. Because of tight deadlines for the 1998 survey, the questionnaire was mailed directly to the CalWORKs deputy director or manager whenever the name of this person was provided. In 11 counties, the agency director was also the person responsible for CalWORKs. SRG staff entered the contact information into a records management system to track the status of the survey and to update contact information as needed.

Survey Questionnaire

During September and early October 1998, RAND staff developed the survey materials in collaboration with CDSS REB staff and reviewers from other state agencies and the counties. An abbreviated pretest was administered during the review process in which the evaluation coordinators from several of the evaluation's six focus counties and representatives from four additional county welfare agencies provided detailed comments on the draft questionnaire. The pretest focused on whether the questions were understandable, meaningful, and answerable under conditions that included publication of responses.

Topics were drawn from the list in the CDSS evaluation RFP. Questions focused on:

- implementation of key components;
- status of required planning;
- innovative strategies and programs;
- organizational and administrative changes to facilitate implementation;
- the context in which implementation was occurring;
- problems and characteristics that served as barriers or facilitators in the implementation process.

Mail-Out and Follow-Up

On October 16, survey packets were mailed to all counties, using priority mail service. The packets included a cover letter explaining the purpose of the survey and that responses would be published, the questionnaire, answers to questions frequently asked about the survey, and a brief overview of the RAND CalWORKs evaluation. A postage-paid envelope pre-addressed to RAND was included with the questionnaire. One week after the initial mail-out, a follow-up letter was mailed to all counties as a “thank you” and reminder of the date for return of completed questionnaires, which was November 6.

Telephone reminders to the CalWORKs county contact in counties that had not yet returned the questionnaire began a week before the return date. These calls were intended to confirm that the questionnaire had been received and would be completed and returned. The calls typically involved a brief voice mail message or very brief conversation to answer any questions or ensure that the questionnaire had reached the appropriate person to complete it. Several questionnaires were remailed following these calls, and revised contact information was entered in the survey records management database.

Table 1.1 shows the progress of the survey over the field period. Only one-third of the counties returned the questionnaire by November 6. This is not surprising given that only three weeks had been allowed from the date of mailing; thus, the counties had little time to prepare their responses in advance of the deadline. By a week after the November 6 return date, three-quarters of the completed questionnaires had been received at RAND. Further telephone follow-up and remailings of the questionnaire boosted the response rate to 100 percent by November 30.

Table 1.1
Survey Progress

Status Code	Percent as of:			
	11/6/98	11/13/98	11/20/98	11/30/98
Complete	33	79	91	100
Remail requested	2	10	—	—
Phone—agreed to participate	26	10	7	—
Phone—in the mail	2	—	2	—
Phone—no response	34	—	—	—

Data Entry

Responses contained in the returned questionnaires were entered into an Excel file. To ensure accuracy, data entry was verified 100 percent by a second staff member. Test data files were sent to the project programmer. Any discrepancies and out-of-range responses were resolved by checking the hard-copy survey questionnaires. New data codes were also developed to accommodate new response categories. Data were then formatted into a response report by county. In late December, each county was sent its edited response report for review in advance of publication of their responses. The detailed responses are contained in the appendix volume (MR-1052/1-CDSS). In its final form, that volume reflects all comments received through late January.

Plans for Next Year's ACIS

Based on RAND's original proposal and our experiences this year in designing and implementing the ACIS, we plan a number of changes in the two future ACISs. First, we will expand the survey sample beyond the welfare agency in each county to include other agencies and community-based organizations (CBOs) that receive CalWORKs funding, contract with the welfare agency, or serve CalWORKs participants. We will use mailing lists provided by the counties in the 1998 ACIS to identify additional respondents for subsequent years.

Along with the expansion in respondents, we will also expand the survey content. In a collaborative process, we will develop a core module and separate modules for agencies or organizations that focus only on a subset of CalWORKs components (e.g., job development, training, or substance abuse services). Questions will be designed to address ongoing themes and timely topics and will incorporate feedback obtained on the 1998 survey. In addition, implementation questions in subsequent years will gather information on the number of cases in

various statuses and activities (e.g., those sanctioned, transitioned off aid, diverted, etc.).

We will also use the ACIS to address issues and themes that arise in the focus county and ACIS follow-up county fieldwork and to assess the generalizability of the interview findings.

Finally, in terms of mail-out and follow-up, to reduce the burden of participation on respondents, we plan to provide additional time to complete the questionnaire in subsequent rounds of the survey.

Organization of This Document

The remaining sections present the results of the ACIS. Section 2 discusses the status of CalWORKs planning and implementation. Section 3 describes what we learned about how counties have reorganized to facilitate implementation and what organizational changes they have found to be important to successful implementation. Section 4 reports on innovative strategies and successes and the problems that counties have experienced during implementation. It also includes their assessment of what has hindered or facilitated their implementation of CalWORKs. Section 5 summarizes our findings and identifies several themes that have emerged. An appendix contains a copy of the survey materials mailed to the counties. In addition, a separate volume, *Implementing Welfare Reform in California: Results of the 1998 All-County Survey*, Appendix, MR-1052/1-CDSS, provides complete ACIS survey responses, as well as a county-by-county profile that includes county demographic statistics and tabulations of the welfare caseload.

2. Status of Planning and Phase-In of CalWORKs Operations

In this section, we present tabulations of the results of the questions in the ACIS that asked counties to report on planning activities and the phase-in of CalWORKs operations. These activities included transitioning the existing Aid to Families with Dependent Children (AFDC) caseload to CalWORKs; Welfare-to-Work (WTW) activities; child care; and provision of support services.

Planning Activities

CalWORKs requires implementing several new job support programs and collaboration among agencies on planning for job development and support services. The ACIS questionnaire included a list of ten required CalWORKs planning activities and asked counties to report the status of each using codes from 1 to 5, where 1 indicated that no planning process was yet in place and 5 indicated that a final planning report was complete. The maximum score a county could obtain would be 50 if it reported that all 10 planning activities had final reports completed. No county scored 50. The mean score was 37, indicating that a few planning activities have been completed in most counties and that many others are still in process or not yet under way. When we compared scores based on the size of the counties' total populations, we found that large and small counties differed by only six points in total planning score.¹ Over half the counties had all ten activities at least off the ground, though 37 (64 percent) reported that one or more was still in the preplanning stage. Finally, as would be expected, several counties reported that planning will be ongoing or frequently repeated as part of CalWORKs management.

The status of planning varies depending on the planning activity. Table 2.1 lists the status of planning across the 58 counties for each of the ten planning

¹Small counties are those with less than 100,000 total population: Alpine, Amador, Calaveras, Colusa, Del Norte, Glenn, Inyo, Lake, Lassen, Mariposa, Mendocino, Modoc, Mono, Nevada, Plumas, San Benito, Sierra, Siskiyou, Sutter, Tehama, Trinity, Tuolumne, and Yuba.

Medium counties have 100,000–500,000 total population: Butte, El Dorado, Humboldt, Imperial, Kings, Madera, Marin, Merced, Monterey, Napa, Placer, San Luis Obispo, Santa Barbara, Santa Cruz, Shasta, Solano, Sonoma, Stanislaus, Tulare, and Yolo.

Large counties are those with populations over 500,000: Alameda, Contra Costa, Fresno, Kern, Los Angeles, Orange, Riverside, Sacramento, San Bernardino, San Diego, San Francisco, San Joaquin, San Mateo, Santa Clara, and Ventura.

Table 2.1
Status of Required CalWORKs Planning Activities

Required CalWORKs Planning Activities	Planning Report Completed	Currently Under Way	Not Yet Under Way
Substance abuse services	40	16	1
Mental health services	39	16	2
Community college programs	35	18	4
Domestic violence services	30	17	10
Child care needs assessment	21	35	2
Employment sector partnerships	20	31	6
Department of Labor (DoL) WTW	20	27	10
Job creation and development programs	14	34	9
Transportation services	10	27	19
Community service program	9	25	24

NOTE: Totals vary because not all counties reported on all planning activities.

activities. The activities are listed in order by the number of counties that have completed final planning reports. It is interesting to note that support services such as substance abuse, mental health, and domestic violence tend to cluster near the top, while activities related most closely to work, such as job creation and transportation, fall lower in the list and have not yet gotten under way in some counties.

Multiple factors no doubt contribute to the timing and status of planning for various CalWORKs activities. Some planning reports were required by statute. Processes that began early, in some places before the passage of CalWORKs, may well be closer to completion. Timing may be related to planning cycles of other county agencies, to ongoing planning processes, or to the time state regulations became available as guidelines for planning. It is not surprising to find community service program planning at the bottom of the list and not yet under way in 24 counties: community service programs are not usually among early welfare to work activities. On the other hand, activities such as child care are needed immediately. Based on other replies to the survey, it may be that few counties have completed transportation services planning because this is a particularly difficult problem facing the counties and requires bringing together agencies that have had little interaction in the past. For example, 31 counties reported they had little or no interaction with regional transportation agencies prior to CalWORKs; in contrast, only half that many had no interaction with the county alcohol and drug agency prior to CalWORKs.

Table 2.2 lists the counties that have final planning reports completed for each of the ten activities shown above.

Table 2.2
Counties with Finalized Planning Reports by Planning Activity

Substance Abuse Programs		
Alpine	Merced	Santa Barbara
Contra Costa	Mono	Santa Clara
Del Norte	Monterey	Shasta
El Dorado	Napa	Sierra
Humboldt	Placer	Siskiyou
Imperial	Plumas	Solano
Inyo	Riverside	Sonoma
Kern	Sacramento	Stanislaus
Kings	San Benito	Sutter
Lake	San Bernardino	Tehama
Los Angeles	San Diego	Ventura
Madera	San Francisco	Yolo
Marin	San Luis Obispo	
Mendocino	San Mateo	
Mental Health Services		
Alpine	Mendocino	San Luis Obispo
Contra Costa	Merced	San Mateo
Del Norte	Mono	Santa Barbara
El Dorado	Monterey	Santa Clara
Humboldt	Napa	Shasta
Imperial	Placer	Sierra
Inyo	Plumas	Siskiyou
Kern	Riverside	Solano
Kings	Sacramento	Sonoma
Lake	San Benito	Stanislaus
Los Angeles	San Bernardino	Sutter
Madera	San Diego	Ventura
Marin	San Francisco	Yolo
Community College Programs		
Butte	Mendocino	Santa Clara
Contra Costa	Merced	Santa Cruz
Del Norte	Orange	Siskiyou
El Dorado	Placer	Solano
Humboldt	Plumas	Sonoma
Imperial	Sacramento	Stanislaus
Kern	San Benito	Sutter
Kings	San Bernardino	Tuolumne
Lake	San Diego	Ventura
Lassen	San Joaquin	Yolo
Madera	San Mateo	Yuba
Marin	Santa Barbara	
Domestic Violence Services		
Alpine	Mono	Santa Clara
Contra Costa	Monterey	Sierra
Del Norte	Placer	Siskiyou
El Dorado	Plumas	Solano
Imperial	San Benito	Sonoma
Kern	San Bernardino	Stanislaus
Lassen	San Diego	Sutter
Los Angeles	San Francisco	Trinity
Mendocino	San Luis Obispo	Tuolumne
Merced	San Mateo	Yolo

Table 2.2 (continued)

Child Care Needs Assessment		
Alpine	Madera	San Joaquin
Calaveras	Marin	Santa Clara
Del Norte	Mono	Santa Cruz
Glenn	Nevada	Sierra
Humboldt	Plumas	Solano
Inyo	Sacramento	Trinity
Los Angeles	San Diego	Tuolumne
Employment Sector Partnerships		
Alameda	Placer	San Mateo
Glenn	Plumas	Sierra
Humboldt	Sacramento	Sonoma
Imperial	San Benito	Sutter
Kern	San Bernardino	Ventura
Mendocino	San Diego	Yolo
Merced	San Francisco	
DoL-Funded WTW Activities		
Alpine	Sacramento	Santa Cruz
Calaveras	San Bernardino	Sonoma
Glenn	San Diego	Stanislaus
Humboldt	San Francisco	Trinity
Mendocino	San Joaquin	Ventura
Monterey	Santa Barbara	Yolo
Orange	Santa Clara	
Job Creation and Job Development Programs		
Alameda	Mendocino	Sonoma
Glenn	Placer	Sutter
Imperial	Sacramento	Ventura
Kern	San Bernardino	Yolo
Kings	San Francisco	
Transportation Services		
Alameda	Merced	San Mateo
Imperial	Plumas	Santa Clara
Kern	Sacramento	
Kings	San Luis Obispo	
Community Service Programs		
Imperial	San Benito	Sonoma
Inyo	San Francisco	Stanislaus
Sacramento	San Mateo	Sutter

It is important to note that finalizing a planning report does not mean that planning activities have ceased. Moreover, it is interesting that although many counties have not completed some planning activities, they still report having related components of CalWORKs fully operational. When a planning report has been finalized, it is more likely that implementation is also complete than if planning is still under way, but implementation has proceeded without the completion of related planning reports in some counties. As we turn to the findings on phase-in of operations, we should expect that because much

planning is still under way, even components that are fully operational may be subject to further modification as counties complete the planning process.

Phase-In of CalWORKS Operations

Below, we examine two aspects of the phase-in of CalWORKS operations: enrollment and other services.

Enrollment

The CalWORKS legislation required that each county begin enrolling new applicants directly into CalWORKS as of March 10, 1998, or two months after the certification of the county's plan. Furthermore, the entire existing AFDC population was to have been enrolled in CalWORKS (i.e., participating in a WTW activity) by December 31, 1998. The ACIS asked counties to report the begin-and-end dates for transferring the AFDC caseload to CalWORKS. The questionnaire did not specify what constituted completion of this process. We expect that the counties' definitions of completion of enrollment vary. In some, it may mean literally that the entire former AFDC caseload is now participating in a WTW activity. However, in most counties, no-shows and other start-up problems suggest less than 100 percent participation. One county noted that completion of enrollment means only that a letter has been sent to all former AFDC recipients notifying them of the conversion to CalWORKS and the requirement to participate in WTW activities. Whatever the variation in meaning, 55 of the 57 counties that answered this question projected that they would have the process completed by the December 31, 1998 deadline (one county did not answer the question). In contrast, during interviews with evaluation staff, some additional counties expressed concern that they would not complete enrollment of their existing caseload by the deadline.

Counties did vary considerably in the time required to phase in their AFDC caseload—from 1 to 15 months. The median time was 9.7 months, while the modal response, from 15 counties, was 12 months. The difference in the mean interval for large and small counties was less than one month.

Other Services

Enrollment is only the first step in the CalWORKS program. The legislation also envisions and provides funding for a wide range of WTW activities and supportive services for CalWORKS recipients. Over half the counties reported

that they were fully operational in 18 of the 21 program components listed in Question 6 of the ACIS.² Six components—job search, the three stages of child care,³ child support cooperation, and referral networks for accessing services for substance abuse—were reported to be fully operational by at least 44 (75 percent) of the 58 counties. The only components not fully operational in at least half the counties were employment retention services, program evaluation, and a vendor voucher payment program. But these are not activities that occur early in welfare-to-work programs, so the later timing is not surprising.

Figure 2.1 shows the distribution of the counties in terms of implementation for each of the CalWORKs components, listed in order by the number of counties reporting components fully operational.

In examining Figure 2.1, it is worth noting again that the ACIS question did not specify what constituted full implementation. It is certainly possible for a county to have a program in place without CalWORKs participants widely using it. For example, substance abuse treatment, mental health care, and domestic violence services have been in place in California counties for many years. Thus, welfare departments may have reported them fully operational even while still developing an interface with these separate systems for the CalWORKs population. During interviews in focus counties, we learned that many support services were still gearing up and that utilization by CalWORKs participants was often below expectations.⁴ Follow-up interviews will be needed to understand what implementation means in practice.

Across most program components, medium-size counties are more likely to have fully operationalized CalWORKs programs than large or small counties. For

²The 21 components of Question 6 are: (a) job search/readiness activities; (b) employment training activities; (c) employment retention services; (d) program evaluation; (e) vendor voucher payment system for sanctioned units; (f) stage 1 child care; (g) stage 2 child care; (h) stage 3 child care; (i) cooperation with child support collection; (j) screening/assessment to identify domestic violence; (k) screening/assessment to identify substance abuse; (l) screening/assessment to identify mental health problems; (m) screening/assessment to identify chronic health problems/disability; (n) identifying eligible education options for CalWORKs participants; (o) referral networks for accessing services for domestic violence; (p) referral networks for accessing services for substance abuse; (q) referral network for accessing services for mental health; (r) referral networks for accessing services for chronic health problems/disability; (s) provision of domestic violence services; (t) provision of mental health services; (u) provision of substance abuse services.

³Stage 1 refers to families in the first six months of assistance; stage 2 refers to families who are working while still receiving TANF grants; and stage 3 refers to families transitioning off welfare.

⁴See also California Department of Alcohol and Drug Programs, *Implementing CalWORKs: Building Interagency Partnerships to Respond to Alcohol and Other Drug Issues*, Conference Materials, Oakland, CA, October 1998.

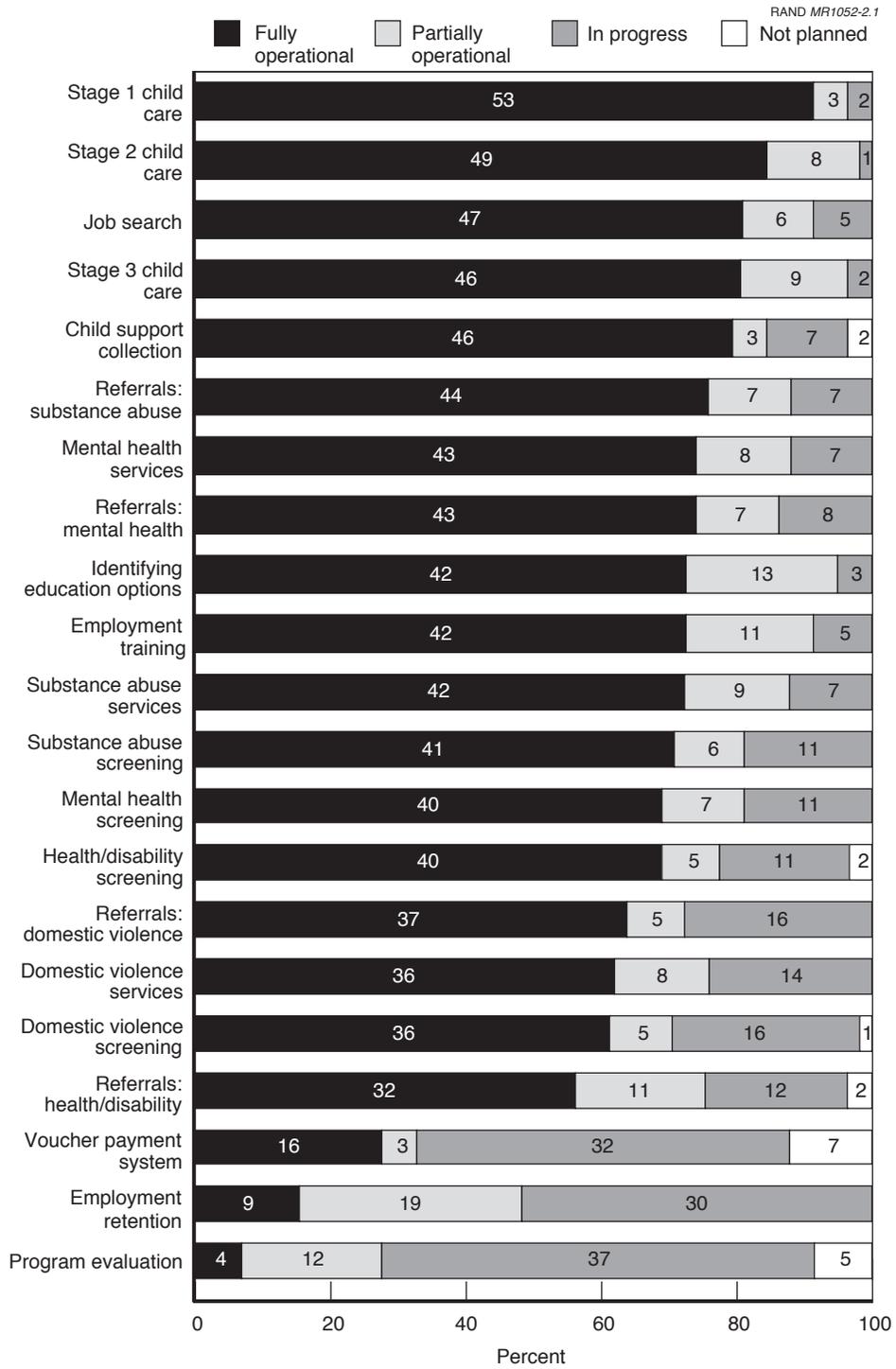


Figure 2.1—Status of Operations

example, 90 percent of the medium-size counties report they have fully operational screening/assessment for substance abuse problems, whereas only 69 and 50 percent of the small and large counties, respectively, reported this component fully operational. The large counties are well behind the small and medium counties in fully operational support services for mental health, alcohol and drugs, and domestic violence. They also lag the small and medium counties in fully operational screening/assessment and referral networks for these services. For example, 43 percent of the large counties reported that screening or assessment for domestic violence was fully operational, whereas 56 percent of the small counties and 90 percent of the medium counties said this component was fully operational. Differences may be due to the scale of the counties or to the extent of demand in highly urban locations. Less difference was found by size of counties in the rate of fully operational components related directly to work, such as job search and employment training. The small counties are less likely to be fully operational than the larger counties when it comes to administrative components such as program evaluation and the vendor voucher payment program.

3. Organizational and Administrative Changes

Two questions concerned the prevalence and status of organizational changes in response to county and state welfare reform. The CalWORKs legislation passed fully twelve months after PRWORA became federal law. Meanwhile, counties had been making their own plans to reform welfare, in some cases even before federal legislation was passed.¹ Thus, as shown below, much organizational change intended to facilitate welfare reform had occurred before CalWORKs. Counties also report that further organizational change has taken place since the passage of CalWORKs, is currently under way, or is still under consideration.

Table 3.1 shows four types of organizational changes and what percentage of counties made such changes pre- and post-CalWORKs. Changes in welfare operations refer to the formation of One-Stops, colocating employment and eligibility staff, and outsourcing. Local government structural changes include colocating staff from different agencies, consolidating or forming new interagency groups and departments, and pooling funding or sharing costs across agencies or departments. Staffing changes refer to training, reclassification, and increase or reduction in staff size; and information system changes include linking information systems within and across agencies.

Table 3.1
Extensive Organizational Changes Accompany CalWORKs Implementation

Organizational Changes	Pre-CalWORKs Change (% of counties)	Post-CalWORKs Change (% of counties)
In welfare operations	79	95
In local government structure	67	79
In staffing	43	97
In information systems	33	81

¹See MR-1051-CDSS, *Welfare Reform in California: State and County Implementation of CalWORKs in the First Year*, G. Zellman et al., February 1999.

Over half of the counties reported making one or more changes before CalWORKs in the areas of welfare operation and local government and inter-system changes in advance of CalWORKs. Since passage of CalWORKs, one or more organizational changes have been reported by a large majority of counties across all four categories.

Table 3.2 ranks the 21 individual organizational and administrative changes named in the ACIS based on the number of counties that have made each change. It also shows what percentage made the change before and after CalWORKs. In most counties, changes since CalWORKs were still under way at the time of our survey. Four changes were adopted by over 85 percent of the counties, while fewer than half had made the nine changes ranked at the bottom of the list.

Another question asked the counties to identify, from the same list of 21 organizational and administrative changes, up to five that they considered to be especially important to their implementation of CalWORKs. The five changes cited as most important by the counties are colocating staff from welfare and other agencies (28 counties); formation of new interagency structures and working/ planning groups (26 counties); colocating eligibility and employment staff (24 counties); formation of One-Stops (23 counties); and retraining of welfare agency staff (21 counties). These changes are also among those that have been made by the greatest number of counties.

Table 3.2
Organizational and Administrative Changes Made by Counties to Facilitate
Implementation of Welfare Reform

Rank	Organizational and Administrative Changes	Number of Counties Reporting Change	Percent Changed Pre-CalWORKs	Percent Changed Since CalWORKs
1	Formation of "One-Stops"	55	53	47
2	Retraining for existing staff	55	38	62
3	Formation of new interagency structures and working/planning groups	54	41	59
4	Colocating staff from welfare and other departments/agencies	51	43	57
5	Colocating eligibility and employment staff	43	42	58
6	Adding caseworker staff	43	12	88
7	Redesign of work space for CalWORKs programs	42	19	81
8	Reprogramming welfare agency automated information systems	42	14	86
9	Pooling funding/sharing costs across multiple agencies	39	38	62
10	Outsourcing of support services for clients	39	25	75
11	Opening of new locations for CalWORKs offices	35	20	80
12	Linking automated information systems across divisions of the welfare department	34	26	74
13	Added research or evaluation staff	27	26	74
14	Consolidation among county government agencies or departments or programs	26	60	40
15	Linking automated information systems across government agencies	25	32	68
16	Reclassification of caseworker positions	23	13	87
17	Outsourcing of CalWORKs operations	20	50	50
18	Restructuring fraud units or practices	20	40	60
19	Linking county and private provider automated information systems	17	18	82
20	Formation of new county government agency or department	13	54	46
21	Reducing caseworker staff	6	17	83

4. Counties' Views of Successful Strategies, Implementation Problems, and What Helps and Hinders Implementation

Throughout California, counties are experimenting with a variety of strategies and solutions to the implementation challenges posed by CalWORKs. Because many are anxious to learn from the successes of others and to avoid repeating mistakes, we included questions in the ACIS aimed at identifying successes and problems experienced to date. The ACIS asked counties to describe their successful implementation strategies, to identify work barriers and special needs of their populations, to note the CalWORKs rules that have posed implementation problems, and to indicate characteristics of their communities, populations, and welfare agency structure and organization that have either helped or hindered the process of implementation. The responses to these questions also provide useful information about differences in county economies, populations, and service capacity that can be used later to help interpret differences in program performance.

Successful Strategies

Question 7 of the ACIS listed 19 different areas of implementation, from new applicant processing to monitoring program performance.¹ If counties felt they had particularly successful strategies to address implementation in these areas, they were asked to briefly describe those strategies.

Figure 4.1 charts the 19 implementation challenges included in the ACIS question and shows the percentage of counties that indicated they had particularly

¹The 19 areas listed in Question 7 are (a) new applicant orientation to CalWORKs; (b) communication of new CalWORKs program rules to clients aided under AFDC rules; (c) matching participants with appropriate welfare to work activities (including job search, training or education, job retention); (d) obtaining compliance with welfare to work activities (e.g., limiting "no shows"); (e) coordination of the 3-stage child care system; (f) integrated case management; (g) diversion; (h) detecting and prosecuting fraud; (i) transportation; (j) housing assistance; (k) ensuring transitional child care; (l) ensuring transitional Medi-Cal; (m) implementing sanctions; (n) determining good cause exceptions/exemptions; (o) working with non-profit service providers; (p) working with employment sector; (q) working with agencies with separate funding to serve the same client population; (r) improving information management; and (s) monitoring program performance outcomes.

successful strategies for addressing each one. Several areas were cited repeatedly. The greatest number of counties reported particular success in the areas of new applicant orientation (41 of the 58 counties), and 33 reported successful strategies for communicating rules to clients. Also frequently mentioned as successful areas were working with other agencies, coordinating the three stages of child care, and communicating new rules to existing caseloads.

The specific strategies they described as particularly successful varied significantly. Some indicated that one-on-one sessions with new applicants had been an effective approach to explaining the CalWORKs program, others said that new group orientation processes had been successful, while others mentioned the philosophy or orientation of the workers in communicating with applicants. One reported, "We treat applicants like job seekers." The appendix volume (MR-1052/1) gives the responses of each county.

At the bottom of Figure 4.1 are the implementation areas for which only a few counties had successful strategies to report. Providing housing assistance was the area with the fewest number of counties reporting success (8 of 58). Also infrequently mentioned were diversion, ensuring transitional Medi-Cal, determining exemptions, and implementing sanctions. The smaller number of reports for these areas may reflect that counties have had less time to identify successful strategies in these areas because they are not the major operational areas of CalWORKs on which counties have been focusing their efforts to date.

Although fewer than half reported particularly successful strategies in most areas of implementation, it is worth noting that this does not necessarily suggest any problems. In fact, one county noted that it was having success in a variety of areas where it had not employed any innovative or unique approaches worth reporting.

When we look across the counties by population size, we find that reports of areas of success vary somewhat. In general, a lower percentage of small counties reported particularly successful strategies. In particular, 55 percent of small counties reported successful strategies for new applicant orientation, while 95 percent of medium counties and 86 percent of large counties had successful strategies to report. No more than one quarter of the small counties reported success in obtaining compliance with WTW activities, detecting and prosecuting fraud, ensuring transitional Medi-Cal, working with nonprofit service providers, working with employers, improving information management, and

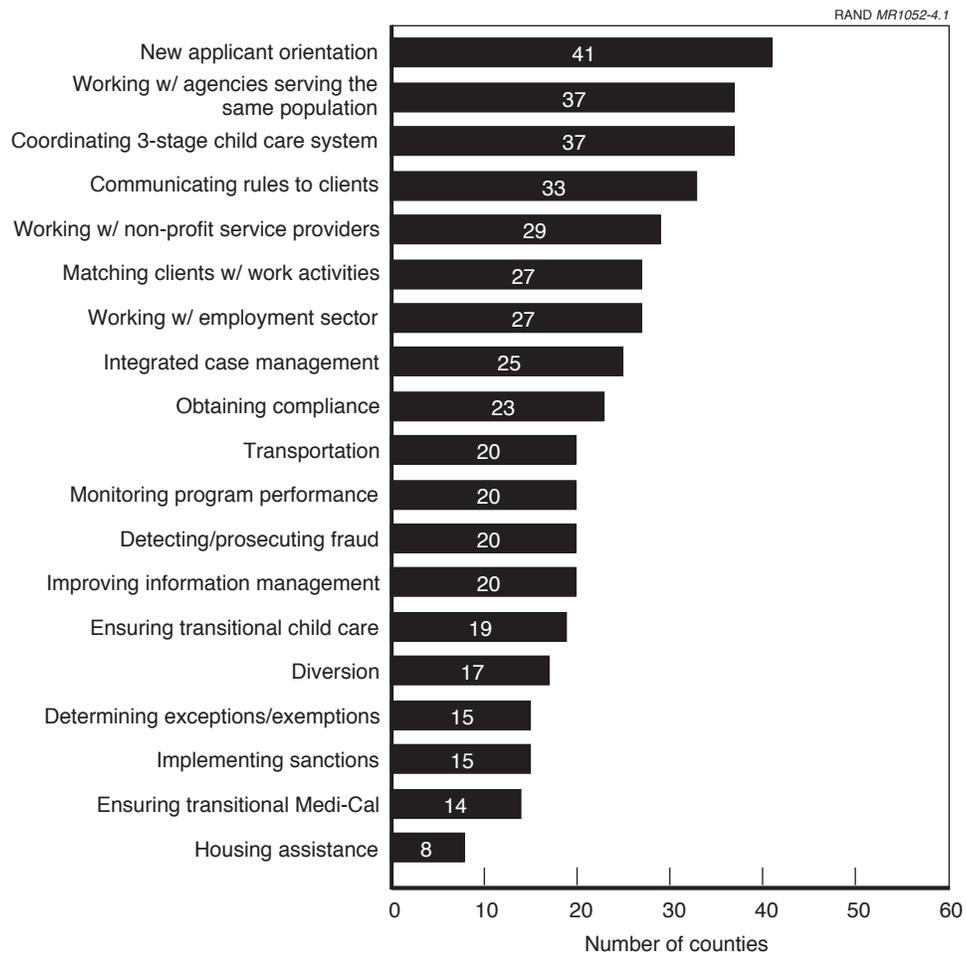


Figure 4.1—Counties Reporting Particularly Successful Strategies for Implementation Challenges

monitoring program performance. Among the medium and large counties, the rate of reported success was at least double that of the small counties in those same implementation areas.

Table 4.1 lists the counties that reported success in each of the 19 implementation areas. While not all counties described their successful strategies, the responses of those that did are given in the appendix volume.

Table 4.1
Counties Reporting Particularly Successful Implementation Strategies

New Applicant Orientation to CalWORKs		
Alameda	Merced	San Mateo
Alpine	Monterey	Santa Barbara
Amador	Napa	Santa Cruz
Butte	Orange	Shasta
Contra Costa	Placer	Sierra
Del Norte	Plumas	Siskiyou
El Dorado	Riverside	Solano
Fresno	Sacramento	Sonoma
Humboldt	San Benito	Stanislaus
Imperial	San Bernardino	Sutter
Kings	San Diego	Tulare
Lassen	San Francisco	Ventura
Marin	San Joaquin	Yuba
Mariposa	San Luis Obispo	
Working with Agencies with Separate Funding to Serve the Same Client Population		
Alameda	Napa	Santa Cruz
Calaveras	Nevada	Shasta
Contra Costa	Placer	Sierra
El Dorado	Plumas	Siskiyou
Fresno	Riverside	Sonoma
Glenn	Sacramento	Sutter
Humboldt	San Bernardino	Tulare
Imperial	San Diego	Tuolumne
Kings	San Francisco	Ventura
Los Angeles	San Joaquin	Yolo
Marin	San Luis Obispo	Yuba
Merced	San Mateo	
Monterey	Santa Clara	
Coordinating the Three-Stage Child Care System		
Alpine	Merced	San Luis Obispo
Calaveras	Napa	San Mateo
Contra Costa	Orange	Santa Barbara
El Dorado	Placer	Santa Clara
Fresno	Plumas	Santa Cruz
Glenn	Riverside	Siskiyou
Humboldt	Sacramento	Solano
Imperial	San Benito	Stanislaus
Kern	San Bernardino	Sutter
Kings	San Diego	Tulare
Los Angeles	San Francisco	Tuolumne
Marin	San Joaquin	Ventura
		Yuba
Communicating New CalWORKs Program Rules		
Alameda	Lassen	Santa Barbara
Alpine	Marin	Santa Clara
Butte	Monterey	Santa Cruz
Contra Costa	Napa	Sierra
Del Norte	Sacramento	Siskiyou
El Dorado	San Benito	Solano
Fresno	San Bernardino	Stanislaus
Humboldt	San Francisco	Sutter

Table 4.1—continued

Inyo	San Joaquin	Tulare
Kern	San Luis Obispo	Ventura
Kings	San Mateo	Yuba
Working with Nonprofit Service Providers		
Contra Costa	Nevada	Santa Clara
El Dorado	Orange	Santa Cruz
Fresno	Placer	Sierra
Imperial	Riverside	Siskiyou
Kern	Sacramento	Sonoma
Kings	San Bernardino	Sutter
Los Angeles	San Francisco	Tulare
Marin	San Joaquin	Tuolumne
Merced	San Luis Obispo	Ventura
Napa	San Mateo	
Matching Participants with Appropriate WTW Activities (Including Job Search, Training or Education, and Job Retention)		
Alameda	Los Angeles	Santa Cruz
Alpine	Marin	Sierra
Contra Costa	Merced	Siskiyou
Del Norte	Monterey	Solano
El Dorado	Placer	Sutter
Fresno	San Joaquin	Tulare
Humboldt	San Luis Obispo	Tuolumne
Imperial	San Mateo	Ventura
Kings	Santa Barbara	Yuba
Working with the Employment Sector		
Alameda	Mendocino	San Luis Obispo
Contra Costa	Merced	San Mateo
El Dorado	Monterey	Santa Barbara
Fresno	Placer	Santa Cruz
Imperial	Riverside	Sierra
Kern	Sacramento	Siskiyou
Kings	San Diego	Sutter
Los Angeles	San Francisco	Tuolumne
Marin	San Joaquin	Ventura
Integrated Case Management		
Alameda	Los Angeles	Santa Cruz
Alpine	Mendocino	Sierra
Butte	Orange	Sonoma
Contra Costa	Placer	Stanislaus
Del Norte	San Benito	Tulare
El Dorado	San Joaquin	Tuolumne
Imperial	San Luis Obispo	Ventura
Inyo	San Mateo	Yuba
Lassen		
Obtaining Compliance with WTW Activities		
Alpine	Monterey	Santa Cruz
Contra Costa	Napa	Sierra
El Dorado	Plumas	Tulare
Fresno	Sacramento	Tuolumne
Humboldt	San Joaquin	Ventura
Imperial	San Luis Obispo	Yolo

Table 4.1 (continued)

Kern	San Mateo	
Kings	Santa Barbara	
Marin		
Providing Transportation Services		
Amador	Los Angeles	Santa Cruz
Contra Costa	Merced	Siskiyou
El Dorado	Plumas	Tehama
Glenn	Sacramento	Tulare
Imperial	San Bernardino	Tuolumne
Kern	San Luis Obispo	Ventura
Kings	Santa Clara	
Monitoring Program Performance Outcomes		
Contra Costa	Placer	San Mateo
El Dorado	Riverside	Santa Barbara
Imperial	Sacramento	Siskiyou
Kings	San Bernardino	Tulare
Lassen	San Diego	Tuolumne
Los Angeles	San Joaquin	Ventura
Marin	San Luis Obispo	
Detecting and Prosecuting Fraud		
El Dorado	Merced	San Mateo
Fresno	Placer	Santa Barbara
Imperial	Sacramento	Sierra
Kern	San Bernardino	Stanislaus
Kings	San Diego	Tulare
Lassen	San Joaquin	Tuolumne
Marin	San Luis Obispo	
Improving Information Management		
Alameda	Riverside	Santa Barbara
Butte	Sacramento	Sierra
Contra Costa	San Bernardino	Sonoma
Imperial	San Diego	Tulare
Kern	San Joaquin	Tuolumne
Merced	San Luis Obispo	Ventura
Placer	San Mateo	
Ensuring Transitional Child Care		
Alameda	Napa	Sierra
Contra Costa	Placer	Siskiyou
El Dorado	San Bernardino	Tulare
Humboldt	San Joaquin	Tuolumne
Imperial	San Luis Obispo	Yuba
Marin	San Mateo	
Merced	Santa Cruz	
Determining Good Cause Exceptions/Exemptions		
Contra Costa	Mendocino	San Mateo
Imperial	Nevada	Santa Cruz
Kings	Placer	Sierra
Los Angeles	San Joaquin	Tulare
Marin	San Luis Obispo	Tuolumne

Table 4.1 (continued)

Implementing Sanctions		
El Dorado	Lassen	San Luis Obispo
Fresno	Marin	San Mateo
Humboldt	Placer	Sierra
Imperial	San Bernardino	Tulare
Kings	San Joaquin	Tuolumne
Diversion Activities		
Contra Costa	Mono	Shasta
El Dorado	Napa	Sierra
Glenn	Orange	Stanislaus
Humboldt	San Bernardino	Tulare
Kings	San Luis Obispo	Tuolumne
Merced	Santa Barbara	
Ensuring Transitional Medi-Cal		
Alameda	Marin	San Mateo
Contra Costa	Napa	Santa Barbara
Humboldt	Placer	Sierra
Imperial	San Joaquin	Tulare
Kings	San Luis Obispo	
Providing Housing Assistance		
Monterey	San Joaquin	Santa Cruz
Sacramento	San Luis Obispo	Sonoma
San Diego	San Mateo	

CalWORKS Rules

Another ACIS question listed 20 CalWORKs rules and asked counties to report on whether these rules had presented implementation problems or were expected to do so in the future. The rules included those related to limits on benefits, work requirements, special populations, and administrative requirements. Averaging the counties' responses, we find that about half the rules presented no problem, and three each presented start-up, minor, and major ongoing problems. At one extreme, five counties reported problems with almost all rules, while at the other extreme, five counties indicated that few rules had posed implementation problems. The responses are shown in Figure 4.2 for each CalWORKs rule included in our list. Forty or more of the 58 counties agree that county maintenance of effort, cumulative lifetime limits, the family cap, drug felons, and fleeing felons have not been a problem to date. However, a majority of counties also report that they anticipate a future problem with cumulative lifetime limits (40 counties) and 18-month work requirements (34 counties). A majority agree that they have an ongoing problem or anticipate a problem with meeting mandated Unemployed Parent work participation rates; coordinating child care; and monitoring school attendance, work activities, and program performance.

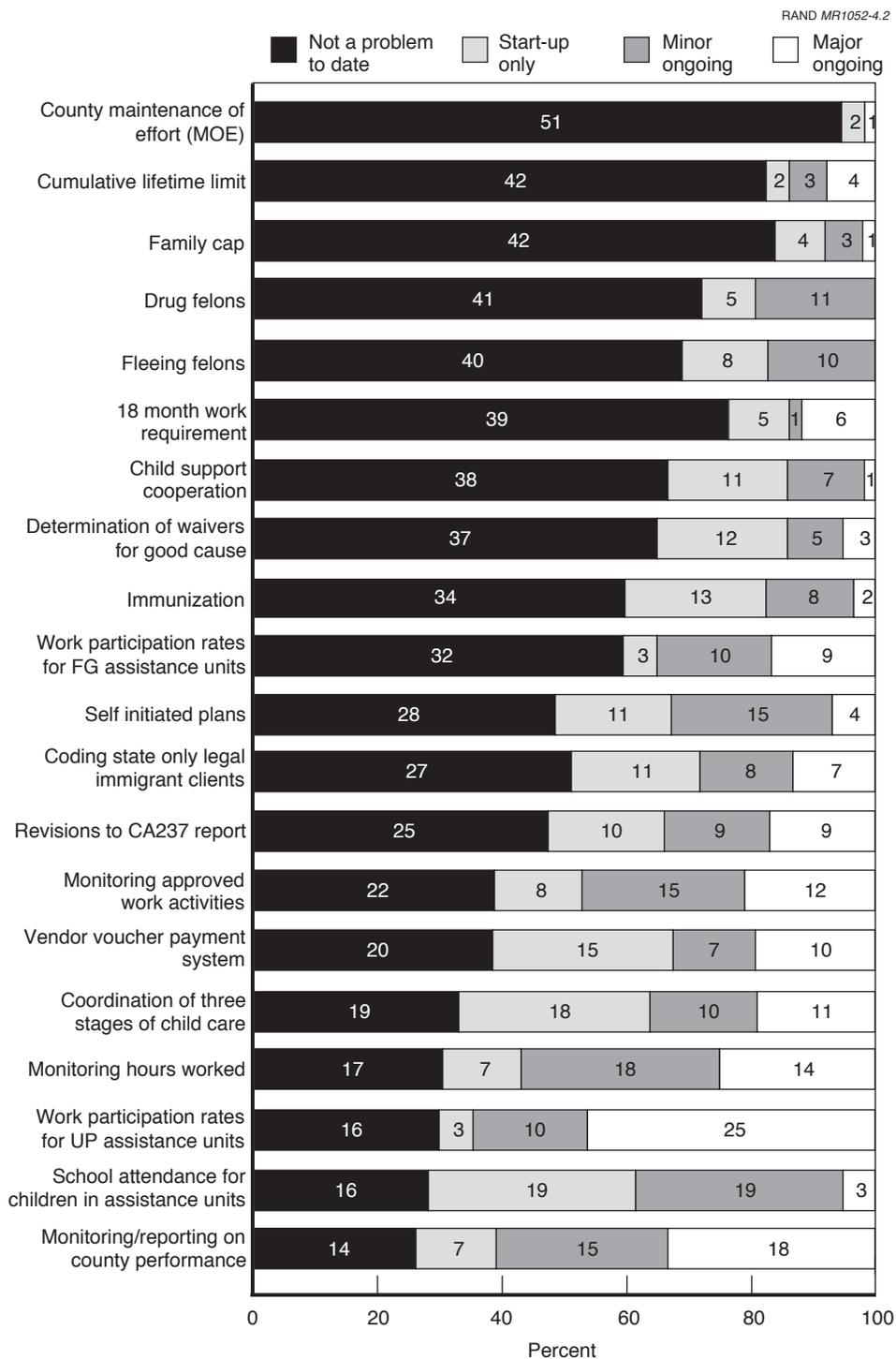


Figure 4.2—Problems Implementing CalWORKs Rules

Work Barriers and Special Needs

The survey's eighth question concerned work barriers and special needs. Figure 4.3 reports the prevalence with which each of the barriers were reported as "of particular concern." Just over half the counties agree that lack of high school diplomas, lack of work experience, mental illness, and substance abuse are of particular concern to them. For most of the other areas, the counties split evenly on whether these are barriers that pose particular problems for them. For most barriers, the difference is not accounted for by size of the county. Even remote location, which we would expect to affect the small counties more, was noted as a barrier of particular concern in 43 percent of the large counties and 60 percent of the medium counties, while 39 percent of the small counties noted this barrier as a particular problem. It may be that small counties with more experience in serving remote locations have strategies that larger counties might adopt. Table 4.2 lists the counties that noted innovative programs to address these work barriers and special needs. In its presentation of the complete responses for each county, the appendix volume includes the names of particularly innovative programs in the counties that claimed them and any description of the programs included on the questionnaire.

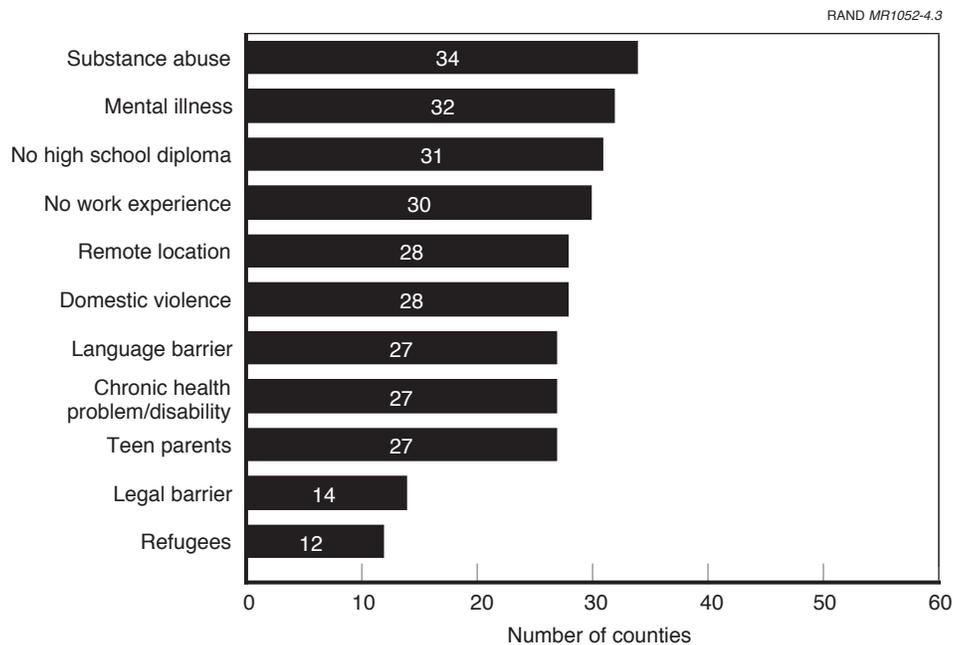


Figure 4.3—Prevalence of Work Barriers and Special Needs

Table 4.2
Counties Reporting Innovative Programs for Work Barriers and Special Needs

Mental Illness		
El Dorado	Nevada	Solano
Humboldt	San Bernardino	Sonoma
Lassen	San Joaquin	Siskiyou
Los Angeles	Santa Clara	Stanislaus
Substance Abuse		
El Dorado	Nevada	Siskiyou
Humboldt	San Bernardino	Tuolumne
Monterey	Santa Clara	
Los Angeles	Sonoma	
Remote Location		
El Dorado	Sacramento	Siskiyou
Fresno	Santa Cruz	Solano
Chronic Health Problem/Disability		
Orange	Santa Cruz	Yolo
San Bernardino	Stanislaus	
Language Barrier		
Imperial	Monterey	Santa Cruz
No High School Diploma		
Marin	San Joaquin	Tuolumne
Refugees		
Fresno	Orange	San Joaquin
Legal Barrier		
Santa Clara		Sonoma
No Work Experience		
Fresno		Tuolumne
Teen Parents		
Humboldt		Los Angeles
Domestic Violence		
Nevada		

NOTE: The questionnaire solicited a maximum of three innovative programs per county.

Service Capacity and Funding Shortfalls

Shortfalls in funding or capacity to deliver particular services or to meet special needs are another implementation problem. The ACIS asked counties to report whether they currently had or anticipated having a shortfall in funding and/or service capacity for 16 different services related to the implementation of CalWORKs. Figure 4.4 summarizes their responses. Counties agreed that there is or will be a significant shortfall in capacity and/or funding in a number of

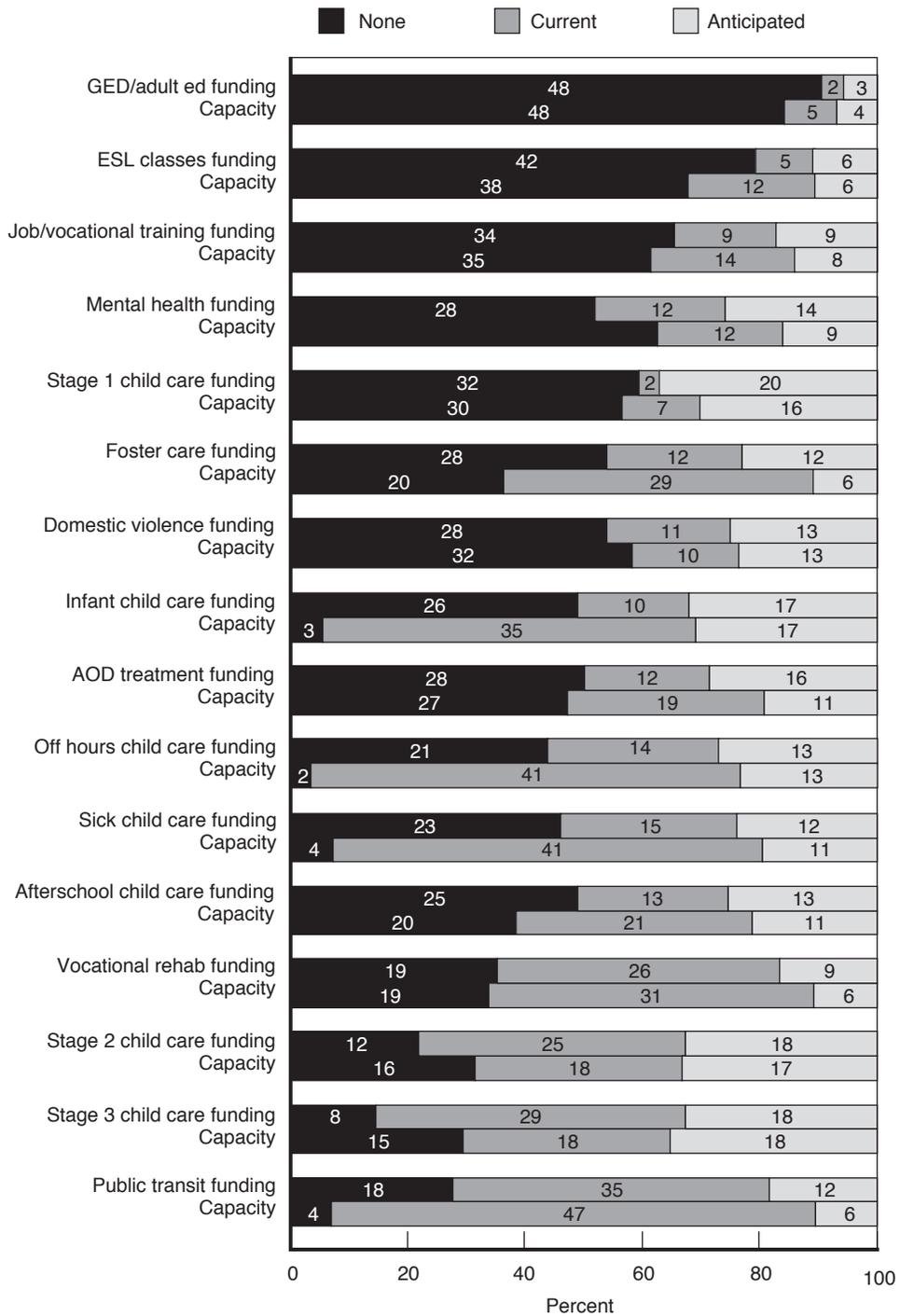


Figure 4.4—Service Capacity and Funding Shortfalls

areas related to CalWORKs: infant child care, after-school child care, off-hours and weekend child care, Stage 2 child care, Stage 3 child care, foster care, vocational rehabilitation, and public transit. The counties were more likely to report a shortfall in capacity than in funding. For example, over 90 percent reported current or anticipated capacity shortfalls for infant and sick-child care, while only about half reported actual or anticipated funding shortfalls. In the other categories of services, experiences differed across counties, although about half reported shortfalls in other areas of child care and behavioral health services. Fewer counties reported shortfalls in General Education Diploma (GED)/adult basic education classes or with job training.

County Characteristics That Affect Implementation

The survey's eleventh question explored the extent to which other characteristics of the local environment or of the welfare agency are likely to affect the implementation of CalWORKs. Overall, the counties agree on what hinders and what facilitates implementation. Not all counties have the same characteristics, but what hinders in one does not facilitate in another. Table 4.3 lists the characteristics most often named by the counties as hindering implementation. Table 4.4 lists those that were most often named as facilitating it.

Small counties were more likely than medium or large counties to indicate that economic conditions hindered implementation. Fully 79 percent of the large counties reported that general economic conditions facilitated implementation. Sixty-two percent of the large counties indicated that the supply of entry-level jobs facilitated implementation compared with 5 percent of the small counties and 40 percent of the medium-sized counties. With regard to elements of local government and welfare agency environment (e.g., the pre-CalWORKs structure of the welfare agency), information automation, staff training, and interagency relationships, more of the larger than the smaller counties reported that these factors hindered implementation. Smaller counties indicated that size and budget availability and experience of staff were factors that hindered implementation. Figure 4.5 summarizes the responses for each environmental factor.

Local Agency Interaction

Most counties reported in the ACIS that interagency relationships and community involvement in planning were important factors in CalWORKs implementation. Because interaction is so critical to successful implementation in

Table 4.3
Characteristics Most Frequently Named As Hindering Implementation

Characteristic	Number of Counties
Public transportation	51
Language/cultural barriers	42
Information automation	40
Seasonality of work	39
Supply of low-income housing	37

Table 4.4
Characteristics Most Frequently Named As Facilitating Implementation

Characteristic	Number of Counties
Pre-CalWORKs welfare reform planning	49
Community involvement	49
Pre-CalWORKs interagency relationships	41
Local publicity about program changes	41
Contracting for services	34

many areas of CalWORKs, it is important to recognize how much counties differed in the period before CalWORKs—differences concerning both the extent of interaction and which agencies welfare administrators had prior interactions with. The survey’s twelfth question explored the extent of interaction between the county welfare agency and other local agencies involved in CalWORKs implementation. For each other agency or organization, the question asked both what the level of interaction was before CalWORKs and how it had changed with CalWORKs. Counties scored their level of pre-CalWORKs interaction from 1 to 5, with 1 indicating no interaction and 5 indicating very extensive interaction.

Table 4.5 shows the mean score by agency. In some cases, the welfare department actually is the outside agency named in the list. The most extensive interaction before passage of CalWORKs, not surprisingly, was with the agencies involved in the former GAIN programs, such as Job Training Partnership Act (JTPA) agencies, adult education programs, Private Industry Councils (PICs), and the Employment Development Department (EDD). Child care agencies followed on the list of most interaction with welfare agencies. At the other end of the scale, with the least extensive interactions prior to CalWORKs, are such agencies as corrections and private support services providers.

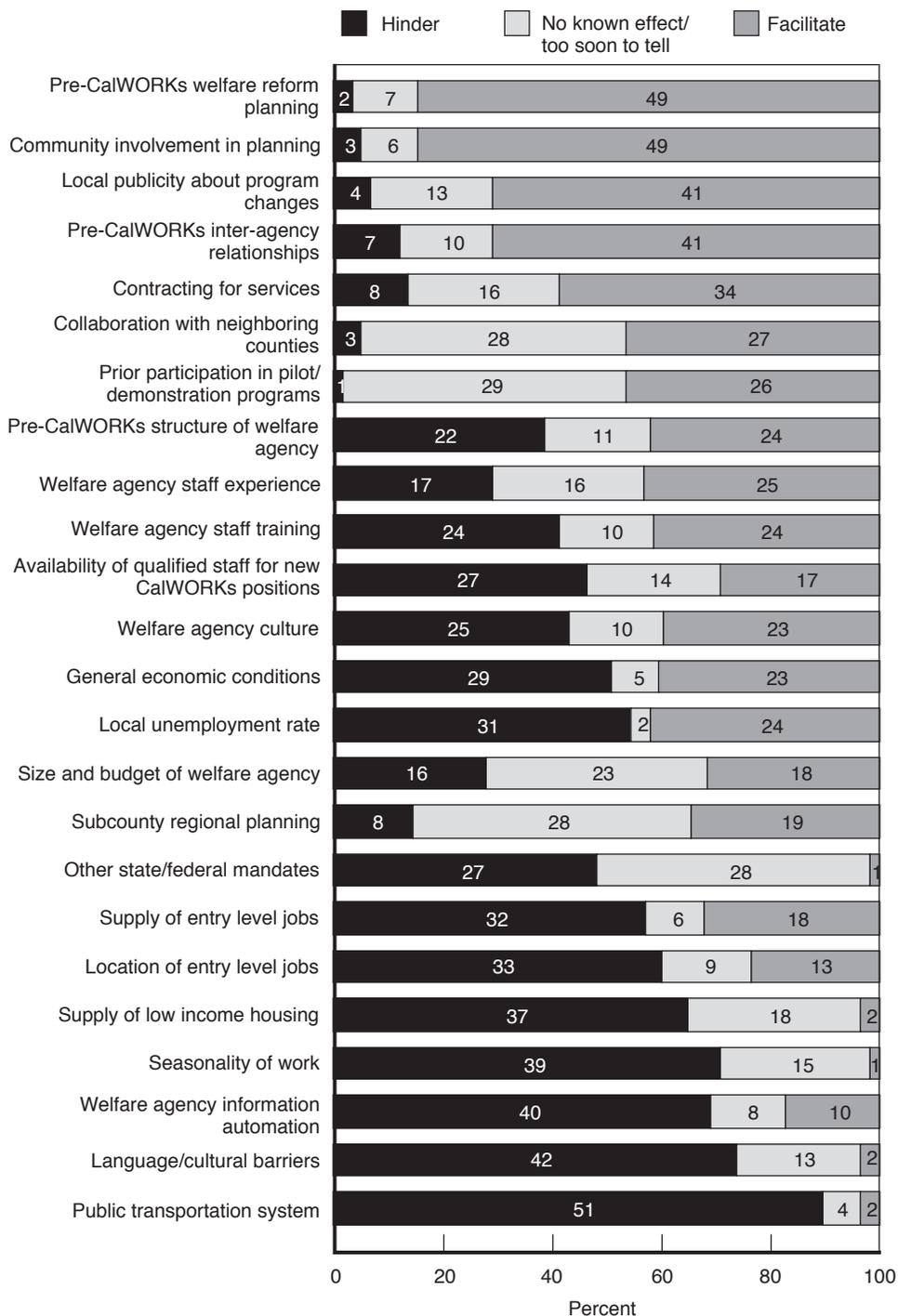


Figure 4.5—Factors That Hinder and Facilitate Implementation

Table 4.5
Pre-CalWORKs Levels of Local Agency Interactions

Agency	Score	Agency	Score
JTPA agency program	4.1	Economic development agency	2.6
Adult education	3.7	Legal aid	2.6
Private Industry Council(s)	3.6	Probation department	2.6
Employment Development Department	3.5	Head Start	2.6
Resource/referral programs	3.4	Transportation agency	2.5
County child welfare services	3.3	Public employee unions	2.4
Public Health Department	3.3	State Dept. of Rehabilitation	2.4
Community colleges	3.2	Business organizations	2.4
District Attorney	3.2	Faith-based organizations	2.2
Regional occupational programs	3.2	Domestic violence services	2.1
APPs	3.1	Private education and training programs	2.0
County Department of Education	3.0	Training/employment agency	1.9
Alcohol and drug programs	3.0	Corrections services	1.8
County mental health services	3.0	Substance abuse treatment centers	1.8
Other community organizations	2.9	Private-sector unions	1.5
Social Security Administration	2.9	Private mental health providers	1.5
School district(s)	2.8		

5. Conclusions

This report has summarized the results of the 1998 ACIS. Shortly after the signing of RAND's contract with CDSS, we mailed a questionnaire to the welfare agency in each of California's 58 counties. The questionnaire explored planning activities, organizational and administrative changes, the status of implementation, clients' work barriers and special needs, service delivery capacity and funding, local agency interaction, and external effects on CalWORKs implementation and outcomes. Finally, the questionnaire solicited organizational charts and contact information for future surveys. By shortly after the requested response date, we had received completed questionnaires from all 58 of California's counties.

Findings

Among the reasons for rushing the survey into the field was to be able to describe the early stages of implementation. As expected, we found that most counties are well along in their planning process and that interactions with other county agencies have increased, but that some plans are still being developed and interagency cooperation will be critical to successful implementation. Similarly, implementation has begun; programs, activities, and services required early in the CalWORKs sequence of activities are up and running. Programs, activities, and services required later in the CalWORKs sequence of activities or by only a subset of the recipient population often still await implementation. No single area is widely reported as currently posing a major problem, but there is considerable concern about the future effect of lifetime limits, county maintenance of effort requirements, and the family cap. Work participation for Unemployed Parent assistance units, monitoring work activities, and evaluating program performance pose ongoing problems. There is consensus that capacity is sufficient for GED/adult basic education classes, but insufficient for infant and off-hours/weekend child care and transportation. For the most part, these responses were to be expected approximately a year after the passage of the legislation. With so much planning, experimentation and organizational change ongoing, we expect to see a quite different implementation picture a year from now.

The other finding of the survey is the heterogeneity of the implementation experience across counties. Compared to most other states, California devolves considerably more of the authority and responsibility for operating, and more important, for designing welfare programs to the counties. This devolution from the state to the counties was furthered by the CalWORKs legislation and is consistent with the heterogeneity in the state's counties. Counties range from very large to very small; from urban to mixed to rural; and from politically very liberal to politically very conservative. A necessary corollary of such devolution is variation both in the speed with which reforms are implemented and in the programs that finally emerge.

This variation in implementation across the counties is clearly apparent in the survey responses. The variation implies an opportunity for counties that are farther along in planning and implementation or that report innovative or successful programs to share their experience with the other counties beginning to approach similar problems. Preliminary tabulations from the survey responses has already led to such sharing of experiences. We expect much more with the public release of this report and its detailed appendix volume.

Widespread variation in implementation also suggests the need for extensive ongoing monitoring and comparisons across regions, size and contextual characteristics of the counties.

Plans for the Future

This report is merely the beginning of our studies of CalWORKs implementation. The results of this first ACIS are important input into the accompanying process analysis of the ongoing implementation of CalWORKs (*Welfare Reform in California: State and County Implementation of CalWORKs in the First Year*, MR-1051-CDSS). That report combines information from this ACIS with information from interviews in six focus counties and reviews of official documents and the secondary literature to give a richer description of the implementation of CalWORKs through mid-December 1998.

Furthermore, the 1998 ACIS is only the first of three annual surveys. The first ACIS was sent only to the welfare agency. In subsequent years, we will again send the primary questionnaire to the county welfare agency, and we will also send secondary questionnaires to several allied county agencies involved in the local implementation of welfare reform. Results from those future ACISs are scheduled for publication in February of 2000 and 2001.

As is true with the first ACIS, the two future ACISs will serve as input to the broader process analysis. Results of future process analyses will be released on the same schedule as the ACIS, in February of 2000 and 2001. Like the first process analysis report (released simultaneously with this report), the subsequent process reports will include insights from additional visits to the six focus counties and reviews of official documents and the secondary literature. In addition, we will visit a large number of follow-up counties. These counties will receive a degree of attention intermediate between the intensive analysis of the six focus counties and the multiple mail questionnaires sent to all 58 counties. Nevertheless, throughout the evaluation, the ACIS will be the only source of qualitative information on implementation available for most of the state's 58 counties. The results from this first ACIS will inform the choice of the follow-up counties and the research questions that are the focus of the process analysis and the parallel impact analysis.

Appendix

ACIS Questionnaire

Following is a replica of the 1998 All-County CalWORKs Implementation Survey that was sent to all 58 counties.

LABEL HERE – COUNTY NAME
– COUNTY ID

1998 ALL-COUNTY CalWORKs IMPLEMENTATION SURVEY

County contact person for follow-up/clarification of questionnaire responses:

Name: _____

Title: _____

Telephone: () _____

Fax: () _____

Office Use Only

Received: ___ / ___ / 98

TSC ID: _____

TSC: ___ / ___ / 98

Please use the enclosed pre-addressed return envelope to send this completed questionnaire to:

RAND

1700 Main Street
P.O. Box 2138
Santa Monica, CA 90407-2138

ATTN: Pat Ebener, m-18

Instructions for Completing this Questionnaire

- This questionnaire should be completed by the person directing the County's implementation of CalWORKs or his or her designee.
- There are no right or wrong answers to these questions. Please read the questions carefully and use your best judgment in selecting responses. If you find that some of the choices printed in the questionnaire do not allow you to describe the experience of your county adequately, please feel free to respond in your own words.
- Please mark response choices clearly.
- Feel free to add comments. Use additional space provided at the end of the questionnaire or add pages or other materials, whichever is easier.
- Specific instructions are provided for each question.
- Please return completed questionnaire by November 6, 1998 to RAND, ATTN: Pat Ebener, m-18, 1700 Main Street, PO Box 2138, Santa Monica, CA 90407-2138.
- Remember to enter contact information on the front cover and to enclose any supplemental materials.
- If you have any questions, please feel free to contact Pat Ebener, RAND, (310) 393-0411 x7905 or via email, pateb@rand.org or Patti Frick, RAND, x6910.

1. Organizational and administrative changes have taken place in some counties to facilitate the implementation of welfare reform. Please indicate which of the following changes, if any, have taken place in your county, are underway at this time or are under consideration at this time, for the purpose of facilitating welfare reform.

Also please use the additional space provided at the end of this list to describe other organizational changes in your county intended to facilitate implementation of CalWORKs.

ORGANIZATIONAL CHANGES TO FACILITATE IMPLEMENTATION OF CALWORKS	Pre- CalWORKs Change	Change Since CalWORKs	Change Underway At This Time	Change Under Consideration At This Time	Check Here If Change Not Considered Or Rejected
---	----------------------------	-----------------------------	---------------------------------------	--	---

(Check One Box on Each Line)

a) Formation of "One Stops"	<input type="checkbox"/>				
b) Co-locating eligibility and employment staff	<input type="checkbox"/>				
c) Opening of new locations for CalWORKs offices	<input type="checkbox"/>				
d) Redesign of work space for CalWORKs programs	<input type="checkbox"/>				
e) Co-locating staff from welfare and other departments/agencies	<input type="checkbox"/>				
f) Linking automated information systems across divisions of the welfare department	<input type="checkbox"/>				
g) Linking county and private provider automated information systems	<input type="checkbox"/>				
h) Linking automated information systems across government agencies	<input type="checkbox"/>				
i) Outsourcing of CalWORKs operations	<input type="checkbox"/>				
j) Outsourcing of support services for clients	<input type="checkbox"/>				
k) Reprogramming welfare agency automated information systems	<input type="checkbox"/>				
l) Consolidation among county government agencies or departments or programs	<input type="checkbox"/>				
m) Formation of new county government agency or department	<input type="checkbox"/>				
n) Formation of new inter-agency structures, working/planning groups	<input type="checkbox"/>				
o) Pooling funding/sharing costs across multiple agencies	<input type="checkbox"/>				
p) Retraining for existing staff	<input type="checkbox"/>				

ORGANIZATIONAL CHANGES TO FACILITATE IMPLEMENTATION OF CALWORKS	Pre-CalWORKs Change	Change Since CalWORKs	Change Underway At This Time	Change Under Consideration At This Time	Check Here If Change Not Considered Or Rejected
---	---------------------	-----------------------	------------------------------	---	---

(Check One Box on Each Line)

- q) Reclassification of caseworker positions
- r) Added caseworker staff
- s) Reduced caseworker staff
- t) Added research or evaluation staff
- u) Restructured fraud units or practices
- v) Other, please specify: _____
- _____
- w) Other, please specify: _____
- _____

2. Which of the above changes do you believe have been especially innovative or important to your county's implementation of CalWORKs?

Innovative/important organizational changes: \ \ \ \ \

(Enter letters corresponding to changes listed in Question 1)

3. A number of required CalWORKs planning activities for counties are listed below. Please broadly describe the current status of each of these planning activities in your county. Select the code from the box to the right that best describes the current status of these planning activities in your county. Enter the highest applicable code next to each planning activity.

(Enter
Code)

PLANNING ACTIVITIES

- a) Child care needs assessment
- b) Community service program
- c) Domestic violence services
- d) Substance abuse services
- e) Mental health services
- f) Employment sector partnerships
- g) Job creation/development program
- h) Dept. of Labor funded welfare to work activities
- i) Community college programs
- j) Transportation
- k) Other, specify: _____

Planning Status Codes
1. Planning process not yet in place
2. Planning group membership, agenda, and tasks in development
3. Planning activities underway
4. Draft plan under review
5. Final planning report completed

4. When did your county begin to phase in your AFDC caseload to the CalWORKs program?

____ / ____ / ____
Month Day Year

5. Please enter the date when phase in of your AFDC caseload was or will be completed?

____ / ____ / ____
Month Day Year

6. Please broadly describe the current stage of implementation for each of the following CalWORKs program operations in your county.

PROGRAM OPERATIONS	Not Planned/ Designed	Program Planning/ Design in Progress	Pilot or Selected Districts Operational	Partially Operational County Wide	Fully Operational County Wide
<i>(Check One Box on Each Line)</i>					
a) Job search/readiness activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Employment training activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Employment retention services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Program evaluation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Vendor voucher payment system for sanctioned units	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) Stage 1 child care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) Stage 2 child care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h) Stage 3 child care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i) Cooperation with child support collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j) Screening/assessment to identify domestic violence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k) Screening/assessment to identify substance abuse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l) Screening/assessment to identify mental health problems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
m) Screening/assessment to identify chronic health problems/disability ..	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n) Identifying eligible education options for CalWORKs participants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o) Referral networks for accessing services for domestic violence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p) Referral networks for accessing services for substance abuse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

PROGRAM OPERATIONS	Not Planned/ Designed	Program Planning/ Design in Progress	Pilot or Selected Districts Operational	Partially Operational County Wide	Fully Operational County Wide
--------------------	-----------------------------	---	--	--	--

(Check One Box on Each Line)

- | | | | | | |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| q) Referral networks for accessing services for mental health | <input type="checkbox"/> |
| r) Referral networks for accessing services for chronic health problems/disability | <input type="checkbox"/> |
| s) Provision of domestic violence services | <input type="checkbox"/> |
| t) Provision of mental health services | <input type="checkbox"/> |
| u) Provision of substance abuse services | <input type="checkbox"/> |

7. Throughout California, stakeholders are anxious to obtain feedback from counties on the innovative strategies and successes that have made CalWORKs implementation possible. Some counties have developed strategies they believe are particularly successful in supporting implementation of earlier welfare reform efforts and/or CalWORKs program activities. **Please indicate whether your county has found any of its strategies in the following areas to be particularly successful.**

Check all that apply and provide a brief description of your strategy or program or attach an already existing description, whichever is easier. If applicable, use space at the bottom of the list to describe any other strategies you have found to be particularly useful.

- a) New applicant orientation to CalWORKs _____

- b) Communication of new CalWORKs program rules to clients aided under AFDC rules

- c) Matching participants with appropriate welfare to work activities (including job search, training or education, job retention) _____

- d) Obtaining compliance with welfare to work activities (e.g. limiting "no shows")

- e) Coordination of the 3 stage child care system _____

- f) Integrated case management _____

- g) Diversion _____

- h) Detecting and prosecuting fraud _____

- i) Transportation _____

- j) Housing assistance _____

- k) Ensuring transitional child care _____

- l) Ensuring transitional MediCal _____

- m) Implementing sanctions _____

- n) Determining good cause exceptions/exemptions _____

- o) Working with non-profit service providers _____

- p) Working with employment sector _____

- q) Working with agencies with separate funding to serve the same client population

- r) Improving information management _____

- s) Monitoring program performance outcomes _____

- t) Other, please specify: _____

- u) Other, please specify: _____

8. Providing services for clients with special needs and barriers to work is an important CalWORKs requirement. Counties are concerned with all of these problems but we'd like to know about which problems are of particular concern in your county. Using the list below, please indicate the special needs and work barriers that are of particular concern in your county. Next, please indicate how you provide services for these needs in your county; and finally, please describe any innovative or unique programs or strategies you are using to meet these needs (e.g. assessment, referral, case management, co-locating staff, mobile services, etc.)

How are services provided to this population?

CLIENT WORK BARRIERS AND SPECIAL NEEDS	Directly By CalWORKs Agency	Contracted Out	Referral To Agencies With Funding To Provide Service	Check Here If No Special Services Are Available
<i>(Check All That Apply)</i>		<i>(Check All That Apply)</i>		
<input type="checkbox"/> a) No high school diploma.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> b) No work experience.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> c) Teen parents.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> d) Mental illness.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> e) Substance abuse.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> f) Chronic health problem/disability.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> g) Domestic violence.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> h) Language barrier.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> i) Legal barrier.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> j) Remote location.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> k) Refugees.....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(Enter Code From Above)

Describe unique or innovative programs, if applicable

/ _____

 / _____

 / _____

9. Successful implementation often depends on adequate capacity in the community to deliver a needed service and on adequate funding to support the demand for a service. For example, some have argued that certain types of child care, e.g. infant care, are in short supply even though funding for child care demand may be adequate. Please indicate whether your county is having and/or anticipates having a shortage of service capacity and/or funding for each of the following services.

	A. CAPACITY SHORTFALL			B. FUNDING SHORTFALL		
	None	Current	Anticipated	None	Current	Anticipated
	<i>(Check One Box)</i>			<i>(Check One Box)</i>		
a) Infant child care	<input type="checkbox"/>					
b) After school child care	<input type="checkbox"/>					
c) Sick child care	<input type="checkbox"/>					
d) Off hours/weekend child care	<input type="checkbox"/>					
e) Stage 1 child care	<input type="checkbox"/>					
f) Stage 2 child care	<input type="checkbox"/>					
g) Stage 3 child care	<input type="checkbox"/>					
h) GED/adult basic education classes	<input type="checkbox"/>					
i) ESL classes	<input type="checkbox"/>					
j) Alcohol and drug treatment	<input type="checkbox"/>					
k) Services for victims of domestic violence	<input type="checkbox"/>					
l) Mental health services	<input type="checkbox"/>					
m) Foster care	<input type="checkbox"/>					
n) Vocational rehabilitation	<input type="checkbox"/>					
o) Job/vocational training	<input type="checkbox"/>					
p) Public transit	<input type="checkbox"/>					

10. Please indicate whether the CalWORKs rules listed below have presented temporary or ongoing problems or have presented no problem at all to implement in your county to date.

CalWORKs RULES	Not a Problem To Date	Start-up/ Transitional Problem Only	Minor Ongoing Problem	Major Ongoing Problem	Check Here If You Anticipate A Future Problem
<i>(Check One Box on Each Line)</i>					
a) Cumulative lifetime limit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) 18 month work requirement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Family cap	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Work participation rates for FG assistance units	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Work participation rates for UP assistance units	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) County maintenance of effort (MOE)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) Fleeing felons	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h) Drug felons	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i) Child support cooperation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j) School attendance for children in assistance units	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k) Immunization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l) Coordination of three stages of child care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
m) Monitoring hours worked	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n) Monitoring approved work activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o) Vendor voucher payment system	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p) Coding state only legal immigrant clients	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
q) Revisions to CA237 report	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
r) Monitoring/reporting on county performance outcomes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
s) Self initiated plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
t) Determination of waivers for good cause	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
u) Other, please specify	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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11. Characteristics of county welfare populations, economic environments and existing government structures have sometimes been cited as hindering or facilitating CalWORKs implementation. Please indicate whether, in your opinion, any of the following have hindered, facilitated or had no effect on implementation of CalWORKs in your county during the past year.

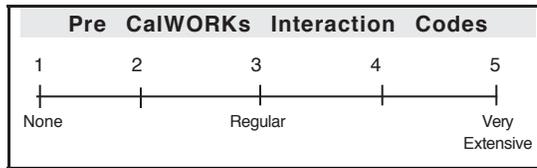
	Greatly Hindered	Slightly/ Somewhat Hindered	No Known Effect/Too Soon To Tell	Slightly/ Somewhat Facilitated	Greatly Facilitated
<i>(Check One Box on Each Line)</i>					
a) Supply of entry level jobs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Location of entry level jobs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Seasonality of work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) General economic conditions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Local unemployment rate	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) Supply of low income housing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) Public transportation system	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h) Other state/ federal mandates	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i) Language/cultural barriers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j) Collaboration with neighboring counties	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k) Subcounty regional planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l) Pre CalWORKs structure of welfare agency	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
m) Welfare agency culture	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n) Size and budget of welfare agency	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o) Availability of qualified staff for new CalWORKs positions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p) Welfare agency staff experience	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
q) Welfare agency information automation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
r) Welfare agency staff training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
s) Pre CalWORKs inter-agency relationships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
t) Community involvement in planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Greatly Hindered	Slightly/ Somewhat Hindered	No Known Effect/Too Soon To Tell	Slightly/ Somewhat Facilitated	Greatly Facilitated
--	---------------------	-----------------------------------	---	--------------------------------------	------------------------

(Check One Box on Each Line)

- | | | | | | |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| u) Contracting for services | <input type="checkbox"/> |
| v) Pre CalWORKs welfare reform planning | <input type="checkbox"/> |
| w) Prior participation in pilot/demonstration programs | <input type="checkbox"/> |
| x) Local publicity about program changes | <input type="checkbox"/> |
| y) Other, please specify _____ | <input type="checkbox"/> |
| _____ | | | | | |
| z) Other, please specify _____ | <input type="checkbox"/> |
| _____ | | | | | |

12. Please characterize the extent of your agency's interaction with other local agencies that may be involved in CalWORKs implementation in terms of shared planning, coordination of activities and communication both before and since passage of CalWORKs.



	Pre CalWORKs Interaction	Post CalWORKs Interaction		
		Less	Same	More
	<i>(Enter Code From Above)</i>	<i>(Check One Box on Each Line)</i>		
a)	Resource and referral (R&R) programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b)	Alternative Payment Program (APP) providers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c)	Head Start	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d)	School district(s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e)	County Department of Education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f)	Community colleges	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g)	Adult education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h)	Economic development agency	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i)	Employment Development Dept.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j)	Regional Occupational Program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k)	Private Industry Council(s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l)	JTPA agency or program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
m)	Proprietary schools or private employment or training programs ..	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n)	State Department of Rehabilitation ..	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o)	Business organizations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p)	Private sector unions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
q)	Public employee unions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

r)	County child welfare/protective services	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pre CalWORKs Interaction			Post CalWORKs Interaction		
			Less	Same	More
<i>(Enter Code From Page 16)</i>			<i>(Check One Box on Each Line)</i>		
s)	Legal Aid	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
t)	District Attorney	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
u)	Social Security Administration	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v)	Probation Department	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
w)	Corrections Services	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
x)	Regional transportation agency	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
y)	County public health department	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
z)	County alcohol and drug programs	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
aa)	County mental health services	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
bb)	Private substance abuse treatment organizations	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
cc)	Private mental health providers	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
dd)	Private training/employment agencies	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ee)	Private domestic violence counseling/support services	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ff)	Faith based organizations	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
gg)	Other community based organizations	^	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

13. For the 1999 and 2000 rounds of this survey we will include additional public and private sector agencies and organizations in each county who are working closely with your agency or who provide related services to your client population. Please help us identify the expanded contact list by enclosing a copy of mailing lists of the primary governmental agencies and private organizations you contract, partner, or interact with regarding CalWORKs planning and implementation.

