

**CALIFORNIA
IMPLEMENTS
WELFARE
REFORM**



**A Study Guide
for Congregations**

California Interfaith Coalition

Study Sessions
Facilitator Feedback

What I liked about this Guide:

What could be improved about this Guide:

*This form should be copied and distributed to all discussion participants.
Mail forms to: California Interfaith Coalition, c/o California Council of Churches
1300 N Street, Sacramento, CA 95814*



**California Implements Welfare Reform
Study Sessions
Congregational Participant
Give Us Your Feedback**

What I liked about this study:

What I missed in this study:

I would like more information about:

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1300 N Street, Sacramento, CA 95814*



103 S. San Joaquin
Stockton, CA 95202
(209) 468-1000

Child Care Resource & Referral: Family Resource & Referral Center (209) 948-1553

SAN LUIS OBISPO COUNTY

Beth Schneider, Director
Social Services Dept.
San Luis Obispo County
3433 S. Highuera
San Luis Obispo, CA 93403
(805) 781-1825

Child Care Resource & Referral: EOC - Child Care Resource Connection (805) 544-4355

SAN MATEO COUNTY

Maureen Borland, Director
Social Services Dept.
San Mateo County
400 Harbor Blvd.
Belmont, CA 94002
(415) 595-7500

Child Care Resource & Referral: Child Care Coordinating Council (415) 696-8780

SANTA BARBARA COUNTY

Charlene Chase, Director
Social Services Dept.
Santa Barbara County
234 Camino del Remedio
Santa Barbara, CA 93110
(805) 681-4400

Child Care Resource & Referral: Children's Resource & Referral Program (805) 925-7071

SANTA CLARA COUNTY

Yolanda Lenier Rinaldo, Director
Social Services Dept.
Santa Clara County
1725 Technology Drive
San Jose, CA 95110-1360
(408) 441-5100

Child Care Resource & Referral: Community Coordinated Child Development Council (408) 947-0900

1000 Emeline Avenue
Santa Cruz, CA 95060
(408) 454-4045

Child Care Resource & Referral: Child Development Resource Center (408) 479-5282

SHASTA COUNTY

Dennis McFall, Director
Dept. of Social Services
Shasta County
1626 Court Street
Redding, CA 96049-6005
(916) 225-5777

Child Care Resource & Referral: Early Childhood Services - Shasta Co. Office of Education (916) 224-3200

SIERRA COUNTY

Klaus Ludwig, Director
Social Services Dept.
Sierra County
195 Front Street
Loyalton, CA 96118
(916) 993-6720

Child Care Resource & Referral: Sierra Nevada Children's Services (916) 289-3666 (Downieville)
(916) 993-1288 (Loyalton)

SISKIYOU COUNTY

Sher Huss, Director
Welfare Dept.
Siskiyou County
311 - 4th St.
Yreka, CA 96097
(916) 841-2700

Child Care Resource & Referral: Siskiyou Child Care Council (916) 938-2748

SOLANO COUNTY

Don Rowe, Director
Public Welfare Dept.
Solano County
1725 Enterprise Drive, #3
Fairfield, CA 94533
(707) 421-6643

Child Care Resource & Referral: Solano Family & Children's Council (707) 427-6600

2550 Paulin Drive
Santa Rosa, CA 95402
(707) 421-6643

Child Care Resource & Referral: 4Cs of Sonoma County (707) 544-3084
River Child Care Services (707) 869-3613

STANISLAUS COUNTY

Jeff Jue, Director
Dept. of Social Services
Stanislaus County
251 E. Hackett Road
Modesto, CA 95353-0042
(209) 558-2500

Child Care Resource & Referral: Stanislaus Co. Office of Education - Child Development Dept. (209) 525-5049

SUTTER COUNTY

Edward Fischer, Director
Welfare & Social Services Division
Sutter County
190 Garden Highway
Yuba City, CA 95991
(916) 822-7230

Child Care Resource & Referral: Children's Home Society (916) 673-7503

TEHAMA COUNTY

Del Skillman, Director
Social Welfare Dept.
Tehama County
22840 Antelope Blvd.
Red Bluff, CA 95080
(916) 527-1911

Child Care Resource & Referral: Child Care Referral & Education (916) 529-3131

TRINITY COUNTY

Jeannie Nix-Temple, CAO/
Director
Health & Human Services Dept.
1 Industrial Park Way
P. O. Box 1470
Weaverville, CA 96093-1470
(916) 623-1266
(916) 623-1266

Child Care Resource & Referral: Human Response Network (916) 623-2542

Visalia, CA 93277
(209) 737-4660

Child Care Resource & Referral: (209) **TUOLUMNE CO**
Kent Skellenger, D.
Welfare Dept.
Tuolumne County
20075 Cedar Road
Sonora, CA 95370
(209) 533-5711

Child Care Resource & Referral: Infant Enrichment Serv 533-0377

VENTURA COUNTY

Barbara Fitzgerald,
Social Services Agt
Ventura County
505 Poli Street
Ventura, CA 93001
(805) 652-7602

Child Care Resource & Referral: Child Resources (805)

YOLO COUNTY

Meg Sheldon, Dir
Social Services Dep
Yolo County
120 West Main Str
Woodland, CA 956
(916) 661-2750

Child Care Resource & Referral: Child Resources (916) 757-5691
(800) 378-5044

YUBA COUNTY

Konnie Lewin, Dir
Health & Welfare I
Yuba County
6000 Lindhurst Av
Marysville, CA 959
(916) 749-6311

Child Care Resource & Referral: Child Society (916) 673-7503



Madera County
629 E. Yosemite Avenue
Madera, CA 93638
(209) 675-7841

Child Care Resource & Referral: Madera County Action Committee Resource & Referral (209) 675-8469

MARIN COUNTY
Thomas Peters, Ph.D., Director
Social Welfare Dept.
Marin County
20 N. San Pedro Road, Ste. 2028
San Rafael, CA 94903
(415) 499-3696

Child Care Resource & Referral: Marin Child Care Council (415) 472-1092

MARIPOSA COUNTY
Tom Archer, Director
Social Welfare Dept.
Mariposa County
5186 Highway 49 North
Mariposa, CA 95338
(209) 966-3609

Child Care Resource & Referral: Infant/Child Enrichment Services (209) 966-4474

MENDOCINO COUNTY
Alison Glassey, Director
Social Services Dept.
Mendocino County
747 South State Street
Ukiah, CA 95482
(707) 463-7700

Child Care Resource & Referral: North Coast Opportunities -Rural Communities Child Care (707) 462-1954

MERCED COUNTY
Grover Omyer, Director
Human Services Agency
Merced County
2115 West Wardrobe Ave.
Merced, CA 95340
(209) 385-3000

Child Care Resource & Referral: Children's Services Network (209) 722-3805

Modoc County
120 N. Main Street
Alturas, CA 96101
(916) 233-6501

Child Care Resource & Referral: Modoc Child Care R&R (916) 233-KIDS

MONO COUNTY
Marilyn Berg, Director
Social Welfare Dept.
Mono County
Emigrant Street
Bridgeport, CA 93517
(760) 932-7291

Child Care Resource & Referral: Community Connection for Children (619) 934-3343

MONTEREY COUNTY
Marie Glavin, Director
Social Service Dept.
Monterey County
1000 S. Main Street, #208
Salinas, CA 93901
(408) 755-4400

Child Care Resource & Referral: Monterey Co. Child Care R&R (408) 757-0756

NAPA COUNTY
Terry Longoria, Director
Welfare Dept.
Napa County
2261 Elm Street
Napa, CA 94558
(707) 253-4279

Child Care Resource & Referral: Community Resources for Children (707) 253-0376

NEVADA COUNTY
John Crane, Director
Public Social Services
Nevada County
950 Maidu
Nevada City, CA 95959
(916) 265-1340

Child Care Resource & Referral: Sierra Nevada Children's Services (916) 272-8866 (Grass Valley), (916) 587-5960 (Truckee)

Orange County
1055 North Main Street, #600
Santa Ana, CA 92701
(714) 541-7700

Child Care Resource & Referral: Children's Home Society of California (714) 835-8252

PLACER COUNTY
Raymond Merz, Director
Health & Human Services Dept.
Placer County
11519 B Avenue
Auburn, CA 95603
(916) 889-7610

Child Care Resource & Referral: Placer Co. Office of Education - Child Care Services (916) 652-1055

PLUMAS COUNTY
Elliot Smart, Director
Dept. of Social Services
Plumas County
Courthouse Annex
County Hospital Road
Quincy, CA 95971
(916) 283-6350

Child Care Resource & Referral: Plumas Rural Services (916) 283-4453

RIVERSIDE COUNTY
Dennis Boyle, Director
Public Social Services
Riverside County
4060 County Circle Drive
Riverside, CA 92503
(909) 358-3000

Child Care Resource & Referral: Riverside Co. Office of Education (909) 788-6610

SACRAMENTO COUNTY
Cheryl Davis, Director
Dept. of Human Assistance
2433 Marconi Avenue
Sacramento, CA 95821-4807
(916) 875-3601

Child Care Resource & Referral: Child Action, Inc. (916) 387-0510

San Joaquin County
1111 San Felipe Rd
Hollister, CA 9502
(408) 637-5336

Child Care Resource & Referral: Grow! Opportunity (415) 499-3696

SAN BERNARDINO COUNTY
John Michaelson, I
Social Services Ad
San Bernardino Co
385 N. Arrowhead
San Bernardino, C
(909) 387-5040

Child Care Resource & Referral: (San E County): San Bernardino School - Development Services (909) 387-5040

(Western San Bernardino County): Child Information Services (909) 629-5011

SAN DIEGO COUNTY
Cecil Steppe, Director
Social Service Dept
San Diego County
1255 Imperial Ave
San Diego, CA 92101
(619) 514-6885

Child Care Resource & Referral: YMC, Resource Services 3055

SAN FRANCISCO COUNTY
Will Lightbourne, I
Director
Human Services Dept
San Francisco County
170 Otis Street
San Francisco, CA 94102
(415) 557-6541

Child Care Resource & Referral: Child Welfare Services (415) 243-3055
Wu Yee Children's Services (415) 391-8993

ALAMEDA COUNTY

Roger Lum, Director
 Social Services Agency
 Alameda County
 401 Broadway
 Oakland, CA 94607
 (510) 268-2100

Child Care Resource &

Referral: 4Cs of Alameda County (510) 790-0658, Resources for Family Development (510) 455-5111, Bananas (510) 658-7101

ALPINE COUNTY

Kathy Kerr, Director
 Social Services Dept.
 Alpine County
 14810 Highway 89
 Markleeville, CA 96120
 (916) 694-2235

Child Care Resource &

Referral: Choices for Children (916) 694-2129

AMADOR COUNTY

Tracy Russell, Director
 Social Services Dept.
 Amador County
 1003 Broadway
 Jackson, CA 95641
 (209) 223-6550

Child Care Resource &

Referral: (209) 223-1624

BUTTE COUNTY

Pat Cragar, Director
 Social Welfare Dept.
 Butte County
 42 County Center Drive
 Oroville, CA 95965
 (916) 538-7711

Child Care Resource &

Referral: Valley Oaks Children's Services (916) 895-3572

CALAVERAS COUNTY

Terri Beaudreau, Director
 Social Welfare Dept.
 Calaveras County
 Government Center
 San Andreas, CA 95249
 (209) 754-6452

Child Care Resource &

Referral: HRC (209) 754-1075

COLUSA COUNTY

Bonnie Marshall, Director
 Social Welfare Dept.
 Colusa County
 251 E. Webster Street
 Colusa, CA 95932
 (916) 458-0250

Child Care Resource &

Referral: Children's Services/ Colusa County/ Office of Education (916) 458-0300

CONTRA COSTA COUNTY

John Cullen, Director
 Social Services Dept.
 Contra Costa County
 40 Douglas Drive
 Martinez, CA 94553
 (510) 313-1500

Child Care Resource &

Referral: Contra Costa Child Care Council (510) 676-5442

DEL NORTE COUNTY

Stephen Brohmer, Director
 Welfare Dept.
 Del Norte County
 981 H Street
 Crescent City, CA 95531
 (707) 464-3191

Child Care Resource &

Referral: Del Norte Child Care Council (707) 464-8311

EL DORADO COUNTY

Glenn Helland, Director
 Welfare Dept.
 El Dorado County
 3057 Briw Road
 Placerville, CA 95667
 (916) 642-7300

Child Care Resource &

Referral: Choices for Children (916) 676-0707 (Shingle Springs) (916) 541-5848 (S. Lake Tahoe)

FRESNO COUNTY

Alan Peters, Director
 Social Services Dept.
 Fresno County
 4499 East Kings Canyon
 Fresno, CA 93702
 (209) 488-1888

Child Care Resource &

Referral: Central Valley Children's Services Network (209) 456-1100

GLENN COUNTY

Kim Gaghagen, Director
 Social Services Dept.
 Glenn County
 420 E. Laurel
 Willows, CA 95988
 (916) 934-6514

Child Care Resource &

Referral: Valley Oak Children's Services (800) 345-8627

HUMBOLDT COUNTY

John Frank, Director
 Welfare Dept.
 Humboldt County
 929 Koster Street
 Eureka, CA 95501
 (707) 445-6023

Child Care Resource &

Referral: Humboldt Child Care Council (707) 444-8293

IMPERIAL COUNTY

Jim Semmes, Director
 Welfare Dept.
 Imperial County
 940 Main Street
 El Centro, CA 92243
 (760) 337-6884

Child Care Resource &

Referral: Imperial County Child Development Services (619) 339-6431

INYO COUNTY

Susan Holgate, Director
 Social Services Dept.
 Inyo County
 Drawer A, Courthouse Annex
 Independence, CA 93526
 (619) 878-0247

Child Care Resource &

Referral: Child Care Connection (619) 873-5123

KERN COUNTY

Don Dudley, Director
 Welfare Dept.
 Kern County
 100 E. California Ave.
 Bakersfield, CA 93307
 (805) 631-6000

Child Care Resource &

Referral: Community Connection for Child Care (805) 861-5200

KINGS COUNTY

William Gundacke
 Social Services Dept.
 Kings County
 1200 South Drive
 Hanford, CA 93231
 (209) 582-3241

Child Care Resource &

Referral: Kings Community Action (209) 582-

LAKE COUNTY

Carol Huchingson,
 Dept. of Social Serv
 Lake County
 15975 Anderson Rd
 Lakeport, CA 95452
 (707) 262-3260

Child Care Resource &

Referral: North Opportunities -R Communities Cl (707) 462-1954

LASSEN COUNTY

Thomas Keeffer
 Health & Human S
 Lassen County
 720 Richmond Roa
 Susanville, CA 961
 (916) 251-8152

Child Care Resource &

Referral: Lassen Family Resource 9781

LOS ANGELES COUNTY

Lynn W. Bayer, Director
 Public Social Services
 Los Angeles County
 12860 Crossroads I
 City of Industry, C.
 (310) 908-8400

Child Care Resource &

Peter Digre, Director
 Dept. of Children & Services
 Los Angeles County
 425 Shatto Place
 Los Angeles, CA 9
 (213) 351-5602

Child Care Resource &

Referral: Califo Care Resource Network (213)



January 1, 1999. Counties have the option to require all recipients or individual recipients in assistance units to participate in up to 32 hours of welfare-to-work activities.

Key Questions:

- Will counties require single-parent recipients to participate in more than the required hours of welfare-to-work activities?
- What criteria will counties use to determine who must participate for a higher number of hours?

Issue 7: Counties may provide case management and supportive services to former CalWORKs participants.

Parameters: Counties may provide services to assist with job retention for up to the first 12 months of employment.

Key Questions:

- What services, if any, will counties provide to former CalWORKs recipients?
- If services are provided, for how long will they be provided?
- How will the county determine which services are not available from other sources, and which services to retain employment?

Issue 8: Counties may provide welfare-to-work services to community service participants who have reached a 60-month time limit.

Parameters: After an adult has received aid for 60 cumulative months, s/he is no longer required to participate in welfare-to-work activities and is no longer eligible for assistance, though the children will still receive assistance. Counties are not required to provide supportive services after the 60-month time limit.

Key Questions:

- Will counties elect to provide services to those who have reached the 60-month time limit?
- What types of services will be appropriate for those who have reached the time limit?
- What happens to former recipients who do not receive services?

Issue 9: Students enrolled in an undergraduate degree or certificate program may continue their studies for 18- or 24-month time limit) only if the program leads to employment.

Parameters: County welfare departments, together with local education agencies or providers, must compile a list of programs that lead to employment on an annual basis. Recipients who enroll in a program that is on the approved list may attempt to demonstrate and document to the county that the program will lead to employment. Students must meet a 32 hour per week work requirement.

Key Questions:

- What criteria will counties use to determine whether a program leads to employment?
- How will the county coordinate with educational institutions to ensure that recipients who are in school complete their education or training?
- What documentation will be required to show that a program will lead to self-supporting employment?

Issue 10: Counties have the option to provide aid to children as either vouchers or cash in instances where cash is excluded from aid.

Key Questions:

- What form of aid will counties choose, cash or voucher?
- If the county decides to use vouchers, how will this voucher system work?



- necessary to obtain and retain employment:
- What is the definition of “other activities necessary” to assist an individual in obtaining unsubsidized employment?
- Who will deliver services –counties or private providers?

Issue 2: Counties must provide community service for recipients who exhaust the 18- or 24-month

Parameters: Once a recipient has exhausted her or his 18- or 24-month time limit, s/he must participate in community service in order to receive benefits. State law requires counties to provide community service in the public or private nonprofit sector as an option once they certify that no job is available for the recipient. Community service positions must not displace current workers or cause a reduction in existing workers’ wages, hours of work, or benefits. Counties are not required to provide a community service option for adults who reach the 60-month time limit.

Key Questions:

- What type of community service jobs will be offered? Are counties prepared to offer community service jobs?
- How will counties ensure that current workers are not displaced?
- Who will pay costs associated with community service jobs—the state or counties?

Issue 3: Counties may extend the 18-month time limit for an additional six months on a case by case basis if the county certifies that there is no job available for the recipient.

Parameters: Counties may determine that a job is not available if a recipient takes and continues to take all steps necessary to apply for appropriate positions and has not refused a job offer without good cause.

Key Questions:

- What are the criteria for determining that a recipient has taken all steps necessary to obtain employment?
- Will a recipient have to prove that s/he has distributed a specific number of resumes or had a specific number of interviews?
- Who determines what is an appropriate position?
- Will extension be granted on the basis of labor market conditions and recipient’s education or skills?

Issue 4: Counties have the authority to determine the length of exemption from work activities for recipients with a child between the ages of three months and one year.

Parameters: Counties may make this determination based on the availability of child care, local labor market conditions, and other factors.

Key Questions:

- What is the definition of “available” child care?
- What criteria will measure labor market conditions and how will this information be applied to determine the length of the exemption?
- What “other factors” should be considered?

Issue 5: Counties must provide necessary supportive services to every participant so that s/he may participate in welfare-to-work activities.

Parameters: Necessary supportive services are defined as child care for children 10 years of age or younger; transportation costs; costs of books, tools, fees, clothing specifically required for the job, and other necessary costs; and personal counseling.

Key Questions:

- What constitutes necessary supportive services in addition to the above list?
- Will the state provide funding for supportive services?



California's new welfare law leaves many important decisions up to counties and local communities. Over the next several months, counties must make choices that will determine the array of services available to welfare recipients as they transition into the work force; the range of services that will be available to help recipients overcome barriers to work force participation; and the length of time assistance is available, among other decisions.

The chart to the left outlines areas where the new law gives counties discretion to make major policy choices, the parameters established by state law, and key questions for consideration as welfare reform moves to the local level.

**10 CRITICAL ISSUES
 COUNTIES MUST ADDRESS**

Issue 1: Counties must offer an adequate range of welfare-to-work activities.

Parameters: Counties must determine what types of welfare-to-work activities they will offer. However, they cannot offer only job-search and work-experience. Allowable activities may include, but are not limited to,

the following: unsubsidized employment; subsidized private or public sector employment; work force; on-the-job training; work-study; self-employment; community service; adult basic education training directly related to employment, vocational education and training, job search and job assistance; education directly related to employment; progress toward a high school degree or education development (GED) certificate; participation in mental health, substance abuse, or domestic violence services deemed necessary to obtain employment.

CalWORKs Timeline

CalWORKs enacted	August 11, 1997
CA Department of Social Services (DSS) must issue instructions to counties	Within one month of enactment
Counties may apply to implement demonstration projects	At any time
Most CalWORKs provisions take effect	January 1, 1998
Time clock on 60-month time limit may begin	January 1, 1998
Work participation requirements ▲ Single parents: 20 hours per week ▲ Two-parent families: 35 hours per week	January 1, 1998
Counties begin to keep 75 percent of savings resulting from diversion, exits due to employment, decreased grants	January 1, 1998
New child care structure replaces former AFDC related child care programs	January 1, 1998
Counties must submit to DSS a plan for implementation of CalWORKs	January 10, 1998 (within 10 months of receipt of allocation letter). DSS certifies the complete county plans within 30 days of receipt
Counties must begin enrolling CalWORKs applicants.	April 10, 1998 (within 90 days of issuance of planning letter or 2 months of receipt of certificate of completion)



- ^Caps reimbursement rates at 1.5 standard deviations above the mean rate in the local market area.
- ^Creates a three stage program for provision of child care services for TANF recipients:
 - Stage I:* Managed by county welfare departments, this stage lasts for a period of six months if the county determines that a recipient's situation is too unstable.
 - Stage II:* Administered by agencies contracting with the State Department of Education (S) period that the child's parent is in training, working and receiving aid, transitioni tance, and for two years once the family is off aid.
 - Stage III:* For TANF recipients who secure stable employment and those diverted from child care will be paid through the fund that currently pays for subsidized care fo ing poor.
- ^Defines membership criteria and responsibilities of local child care planning councils including deter where new child care funds will be used locally and designing a system to consolidate local child c lists.

Job Creation

- ^Requires the Employment Development Department (EDD) to establish an advisory council of form major corporations and to consult with faith-based organizations and community leaders to assist couraging employers to hire welfare recipients.
- ^Requires EDD to establish a clearinghouse to assist private sector employers in hiring CalWORKs
- ^Authorizes the legislature to appropriate \$20 million annually from the Employment Training Panel programs for workers who are current or recent CalWORKs recipients.

State Budget Action Affecting Legal Noncitizens

- ^Provides \$36 million for state-funded food stamp assistance for legal noncitizens who are under age 64, if they were in the US prior to August 22, 1996. This program ends July 1, 2000.
- ^Allocates \$2 million for expansion of the community food and nutrition program. These funds are migrant farmworkers.
- ^Does not provide assistance for legal immigrants who remain ineligible for SSI/SSP under the fed agreement.
- ^Does not continue the prenatal care program for undocumented immigrant women.
- ^Does not allow legal noncitizens who continue to meet eligibility and disability requirements for In-portive Services (IHSS) benefits to receive IHSS.

Temporary Assistance for Needy Families (TANF) Issues In The Federal Budget

Welfare-To-Work Grants

- ^Creates a new \$3 billion fund to assist in a number of employment-related activities for long-te recipients who meet two of the following criteria: have not graduated from high school; require subs treatment; or have a poor work history. \$1.5 billion will be available in both 1998 and 1999 and the f used until 2001.
- ^Allocates 75 percent of the funds to states based on the state's percentages of the national TANF z populations residing in the state. Allocates the remaining 25 percent through competitive grant Industry Councils (PICs), cities or counties, or private entities applying in conjunction with PICs or
- ^Designates the Department of Labor as the federal administering agency. PICs are responsible for ad the grants at the local level.



carrying responsibilities impair the recipient's ability to be employed, a primary caretaker for a child member and caretaking impairs the recipient's ability to be employed or participate in welfare-to-work
narrant with medical verification stating that pregnancy impairs ability to participate.

- ▲Exempts recipients from work requirements temporarily for the following "good causes": Unavailability of supportive services; Cases of domestic violence, if participation would be detrimental to the individual care for a child 10 years of age or younger is "not reasonably available"; Employment discriminates in the race, religion, national origin, or disability; Employment exceeds daily or weekly hours of work customary; Commute travel time exceeds a total of two hours round-trip; Employment conditions are in violation of safety standards; Employment does not provide worker's compensation insurance; Accepting employment as an interruption in an approved education or job training program in progress; Accepting employment that would violate the terms of union membership.
- ▲Exempts parents with children under six months of age from work activities. Counties may reduce the time to three months or extend it to 12 months on a case-by-case basis, based on criteria developed by the county. The exemption is good for recipient's first child only. A 12-week exemption is provided for subsequent births, with a maximum to extend it to six months.

Eligibility And Benefits

- ▲Maintains the current grant levels by extending the 4.9% grant cut and suspending the COLA for an amount through October 31, 1998.
- ▲Requires all applicants to provide documentation of immunization for all nonschool-age children who are receiving their Medi-Cal card and all recipients within 45 days of their next redetermination, or risk losing their share of the grant. Counties may extend the 30-day period for good cause.
- ▲Requires parents to prove that children in the assistance unit who are required to attend school actually attend school or risk losing the adult (one or both) share of the grant for a child who is under 16 or the truant's share of the grant who is 16 or older if the absence is without good cause.
- ▲Requires women to cooperate in paternity establishment or risk a 25 percent grant reduction for noncompliance.
- ▲Eliminates the requirement that two-parent families have a prior connection to work force as a condition for receiving welfare.
- ▲Authorizes diversion payments to help families avoid the need for welfare. A diversion payment is a lump-sum (non-cash) provided to a family to allow them to pay for car repairs or other needs to avoid going onto aid and remain eligible for child care assistance and Medi-Cal during the diversion period.
- ▲Revises the income disregard structure so that the first \$225 of earned or unearned disability-based income and 5 percent of remaining earned income are ignored. This change increases the amount a full-time earner (at the 1998 minimum wage) would receive from welfare and work combined, but reduces the total income of a part-time (10 hours/week) or 3/4-time worker as compared to current law.
- ▲Continues the \$50 child support disregard.
- ▲Allows a family to own one vehicle with a value up to \$4,650 and still be eligible for assistance and continue to participate with the Food Stamp program (\$2,000 for nonexempt resources).
- ▲Allows CalWORKs recipients to keep a maximum of \$5,000 per family in a saving account for education, starting a business, or purchasing a home.
- ▲Continues monthly income reporting and prospective budgeting, but allows for up to six demonstration projects during six-month redetermination.
- ▲Prohibits persons convicted of a drug-related felony after December 31, 1997 from receiving benefits for a period of 18 months (Ashburn).

Child Care

- ▲Eliminates the child care disregard, supplemental child care, non-GAIN education and training child care, child care, and transitional child care, replacing them with a direct payment system in which providers are

On Monday August 11, 1997, Governor Pete Wilson signed AB 1542, conforming California law to last summer's federal changes. The bill primarily implements the federal welfare reform Temporary Assistance for Needy Families (TANF) provisions and does not include supports working poor such as a state Earned Income Tax Credit or Unemployment Insurance reform following briefly summarizes key changes in state policies, including benefits for legal immigrants. TANF-related issues addressed in the federal budget.

Time Limits And Work Requirements

- ▲ Prohibits an adult from receiving assistance for more than 60 cumulative months (5 years). After 60 cumulative months of assistance, adults will be ineligible for assistance and a family's grant will be reduced by the amount of the grant. The clock on the 60-month time limit begins no earlier than January 1, 1998.
- ▲ Exemptions from the 60-month time limit cases in which all parents or caretakers are:
 - 60 years of age or older; Receiving disability benefits and the disability impairs ability to work; Nonparent who provide care for a child who is a dependent or ward of the court or at-risk of foster care if the county caretaking responsibilities impair the adult's ability to be employed; Caring for a disabled family member prevents employment; Incapable of employment, as determined by the county; Not included in the assistance program.
- ▲ Establishes an 18-month time limit on assistance for parents and caretakers. Counties may extend this limit an additional six months if employment is not available in the local economy. If a caretaker has not found employment within four months, s/he may continue to receive assistance only by participating in a community service job. Counties may offer an option only if the recipient makes a good faith effort to find unsubsidized work and after a county certification is available." The 18-month time limit begins when the recipient signs or refuses to sign a welfare-to-work agreement. The time limit can begin no earlier than January 1, 1998.
- ▲ Exempts from the 18-month time limit months during which a recipient is not required to participate in work activities due to a condition that is expected to last at least 30 days. (See below for list of exemption requirements.)
- ▲ Requires counties to provide community service employment for recipients who have reached their 18-month time limit.
- ▲ Requires single parents to work or participate in work activities for 20 hours per week beginning January 1, 1998, and 32 hours per week as of July 1, 1999. Counties have the option to exempt some recipients to participate in welfare-to-work activities for more than the minimum number of hours per week. The combined work effort of adults in two-parent families must have a combined work effort of 40 hours per week.
- ▲ Approves the following as allowable work activities: Unsubsidized employment; Subsidized private sector employment; Subsidized public sector employment; Public or private work experience (12-month limit for unpaid work experience); On-the-job training; Work-study; Self-employment; Community service; Adult basic education including Second Language if the education is necessary for employment; Job skills training directly related to employment; Vocational education and training if the education is necessary for employment; Job search and job readiness training; Secondary school or GED if the education is necessary for employment.
- ▲ Allows recipients who are making satisfactory progress in a degree or certificate program that leads to employment to continue in the program for up to the overall time limit of 18 months, with county option to extend for an additional six months. With the exception of a teaching credential, postgraduate education is not considered an allowable activity. Recipients are required to meet a 32 hour per week work requirement and the only educational time that will count toward the time limit requirement is time spent in the classroom.
- ▲ Sanctions families for the amount of the adult's portion of the grant for failure to participate in work activities.
- ▲ Provides exemptions from work requirements for those who are: Teen parents in school; Disabled with no ability to work.



- ▲ Your congregation may wish to sponsor one or a series of sermons from a different perspective on topics related to CalWORKS families.

STEP 2 : INVOLVE Your Congregation

VISIT-LEARN-CONNECT

Internal:

If your congregation operates a social services program that serves CalWORKS children and their parents—programs like a food pantry, soup kitchen, day care program or emergency shelter, invite members of your parish that have never visited the program to visit. Have the program director explain the program services.

It may well be that the services of your congregational social services program need to be expanded with the involvement of more congregational members.

External:

Encourage members of your congregation to visit your county and non profit social services programs. Develop field trips to the County Department of Social Services training sites, and local non profit social services agencies.

With staff of your county Department of Social Services and nonprofit agencies, identify areas where your congregation and/or its individual members can provide assistance to these county and non profit programs, on behalf of CalWORKS children and their families. Have the staff member explain these needs to your group when they visit.

THEN ORGANIZE...

Once you and your congregation have had a chance to understand the CalWORKS program and hear from the county officials who are attempting to implement the program, identify ways to see where your congregation can assist in the process.

The challenge of compassionately implementing CalWORKS throughout California clearly require the joint efforts of the social services community and the religious community.



HOW YOU AND YOUR CONGREGATION CAN CONNECT CalWORKS at the local level

STEP I: INFORM Your Congregation

BRING IN Public Speakers

Consider inviting members of your own congregation who work in the public, or social services arena to speak to your whole congregation or some group within congregation regarding CalWORKS. If your congregation runs a social services invite the director and/or staff to speak to you.

Consider inviting your local:

- ▲ County supervisor and/or staff
- ▲ County Department of Social Services director and/or staff
- ▲ County Job Partnership Training Act (JTPA) director and/or staff
- ▲ City council person and/or staff
- ▲ Nonprofit social services agency staff

to address your congregation regarding the implementation of CalWORKS in yo
Feel free to discuss the CalWORKS program with these individuals.

You may want to ask them some or all of the questions identified in Session III, I
No. 1. They may have suggestions as to how you as an individual, a group or a c
tion can help them in the implementation of CalWORKS.

SEND OUT Congregational Mailings and Bulletins

- ▲ Utilize space in your congregational newsletters, bulletins and flyers to in
your larger congregation regarding CalWORKS issues.
- ▲ You may also want to use the mailings and bulletins to elicit help for spec
CalWORKS families who need jobs, mentoring, food, etc.



Possible Congregational Programming to assist CalWORKs children and their parents

Programs for Children

Child Care

- ▲ On-site day care center for low-income children
- ▲ Family day care provider training in partnership with county child care re and referral agency
- ▲ Financially support a congregation providing day care in a low income co
- ▲ Day Care Co-op for low income mothers

After School Care

- ▲ Tutoring programs
- ▲ After school recreation programs

Programs for Adults

Literacy Training

- ▲ Classes for immigrants needing to learn English
- ▲ Basic writing skills for parents looking for work

Job Preparation

- ▲ Resume writing
- ▲ Job search support groups
- ▲ Community service placements

Mentoring

- ▲ Life skills training for families moving from welfare to work
- ▲ “Adopt a welfare family” and assist for 3-6 months during welfare to work transitional period

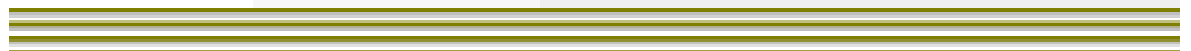
Transportation

- ▲ Volunteer transportation for adults needing to get to education and/or job programs

Expand Safety Net Programs

- ▲ Food pantry
- ▲ Clothes closet
- ▲ Emergency shelter

20 min	Small group discussion Handout No. 1	<p>^List responses on butcher (new day care centers, job programs, transportation etc.)</p> <p>^Now tell the group: “Now let’s identify all the things your congregation is currently doing to assist low income people.”</p> <p>^List these on butcher paper.</p> <p>^Split into groups of 4-5 people. Distribute <i>Possible Programing</i>, Handout No. 1.</p> <ol style="list-style-type: none"> Ask each group to consider the programs that are currently being done in light of what your congregation is currently doing and what they might consider doing in the future. Ask each group to pick one program on the list that your congregation might pursue. Ask each group to identify one or two next steps to take (gather more information about the program, visit the program in the community are doing, etc.) in considering the viability of this program for your congregation.
10 min	Small groups report	<p>^Ask each group to share with the larger group the results of their discussion. After all the groups have reported, discuss the consensus on what programs and next steps to pursue.</p> <p>^Ask if there are volunteers to follow up with the identified tasks.</p>
15 min	Where do we go from here? Handout No. 2	<p>^Tell the participants that welfare reform is going to be a long term process. Distribute <i>How You and Your Congregation Connect with CalWORKs</i>, Handout No. 2.</p> <p>^Divide into pairs and ask each pair to identify two strategies to more deeply involve your entire congregation in the process of implementing welfare reform. Have each pair share their two strategies with the entire group.</p> <p>^List on butcher paper. Refer the list to your congregation’s education or community concerns committee for follow up.</p>
5 min	Evaluation Participant Evaluation Form	<p>^Distribute the participant evaluation, page 37, and ask each person individually to fill out the form.</p> <p>^Collect and mail these, along with your own evaluation (page 38) to the address listed.</p> <p>^Thank the participants for their involvement with this important task.</p>



Welfare Reform Challenge Facing Congregations



Objectives: To identify new opportunities for helping families who are in welfare.

Preparation: Read Handouts No. 1 and 2 for this Session.
Consider inviting as resources persons:

- ▲ A representative from your local ecumenical or interfaith group to speak about how your congregation can get involved
- ▲ A representative from the local Child Care Planning Council (or the Child Development Policy Advisory Committee if you do not have one to obtain a contact for your county) or the local child and referral agency (see Appendix C) to speak about current needs and to assist with day care needs.

Materials Needed: Butcher paper and felt pens
Handouts No. 1 and 2 for this session
Participant Evaluation Sheets

One Hour Discussion Format

When	What	How
Before you begin	Copy and distribute the handouts listed above.	
10 min	Introduction	▲ Explain that welfare reform provides an opportunity for the religious community to be more involved in assisting income families become self-sufficient. In this session consider what new services will be needed to make reform viable in your area.
	Large Group Brainstorm	▲ Say to the group, “In the last three sessions we have discussed about welfare reform legislation and the challenges facing our county in implementing these new policies. What kinds of services do you think will be needed to

(Continued on next page)



Your County is a Key Player!

Now that the federal and state laws are in place, welfare reform is being crafted at the county level by County Boards of Supervisors, County Department of Social Services, state, non profit service providers and other interested parties. Perhaps you would like to be an “interested party” willing to ask questions and share your perspective with your county officials as your county designs and implements its CalWORKS.

This handout outlines some initial questions counties face. Ask for a meeting with local administrators, make a copy and distribute this handout to others who are interested. You don't have to be an expert on these issues—no one can be!

Starter Kit for County Implementation

SAFETY NET

- ▲ What is the county plan for those legal immigrants losing food stamps?
- ▲ What plans does the county have to assist legal immigrants in becoming U.S. citizens?
- ▲ What is the capacity of the local emergency food providers to handle the increased need?
- ▲ How is the county working with the nonprofit sector to meet this need?
- ▲ Does the county plan on documenting what happens to people losing benefits and evaluating what works and what doesn't work in the county plan?

CASH BENEFITS

- ▲ *Diversion.* What is the county plan regarding diversion from welfare—providing a lump sum of resources to families for emergencies or temporary problems.
- ▲ *Time Limits.* Will the county exempt some people from the 60 month time limit? Who will be exempt? Will the county provide benefits for 24 rather than 18 months if a recipient is not meeting work requirements?
- ▲ *Exceptions.* What criteria will be used to exempt people from the work requirement (available child care, length of time if caring for a child, etc.)
- ▲ *Allowable Work Activities.* What sort of self-initiated education and training programs will the county support? Will substance abuse and mental health treatment count?
- ▲ *Community Service Jobs.* What standards will exist for community service jobs for those on the 24 month time limit? How will workers rights be addressed? Will there be a grievance process for areas of county discretion not subject to the State hearing process?

SUPPORT SERVICES

- ▲ What is the county's plan to assess its child care needs?
- ▲ How will the county seek community input for developing its mental health and substance abuse treatment plan? Its child care plan?
- ▲ Will the county provide case management and services after a recipient has found a job?

*The Starter Kit for County Implementation provided by
California Food Policy Advocates, 57 Post Street, Ste. 804, San Francisco, CA 94104.*

5 min	Large Group Sharing	<ul style="list-style-type: none"> ▲Ask each group to report in to the large group the county options identified. ▲Make a bulleted list of options on butcher paper each group reports.
10 min	Starter Kit for County Implementation Handout No. 1	<ul style="list-style-type: none"> ▲Distribute, <i>Implementing Welfare Reform</i>, Handout No.1 for Session III. ▲Ask each small group to review the questions, and additional questions not listed, and to identify and list three of the most pressing issues facing the
20 min	Your County Plan	<ul style="list-style-type: none"> ▲If you have a county resource person present, have each small group present their “pressing issues” individually. ▲If you have written material from the county to distribute, do so at this time. ▲As the facilitator, ask if any of the “pressing issues” identified by the small groups are addressed in the county’s written materials.
10 min	Wrap-Up	<ul style="list-style-type: none"> ▲Ask the whole group, “What unresolved questions/issues remain for our county as it implements welfare reform?” List these on butcher paper. ▲Ask if there is anyone present who is interested in participating in the county implementation process; provide them with a contact name and phone number (see Appendix C).

Welfare Reform Challenges Facing Counties



Objectives: To understand the issues facing county governments as the ment state and federal welfare reform.

Preparation: Carefully read all materials for this session in advance, par the key questions counties must address in Appendix B.

Call your county welfare reform implementation team (se dix C for contact names and addresses) and obtain any w information that is available about your county’s welfare plans. Better yet, invite a county human services official t present for your class discussion as a resource person (se dix C).

Materials Needed: Butcher paper and felt pens, enough copies of Handout N Session II and Handout No. 1 for Session III for each part

One Hour Discussion Format

When	What	How
Before you begin	Copy and distribute the handouts listed above.	
10 min	Identify County Options Session II, Handout No. 1	<ul style="list-style-type: none"> ^Distribute the <i>Comparison of AFDC and CalW</i> Handout No. 1 for Session II. ^Split into three small groups, assigning each gr material under one of the subheadings, “Progra Limits,” “Work/Training Requirements” and “E and Benefits.”

(Continued on next page)



ISSUE: Work/Training Requirements

Welfare Reform, the Personal Responsibility and Work Opportunity Reconciliation Act, and its California companion legislation, CalWORKs, are far better public policy than the AFDC program, in that welfare parents are required to get out and support their families in two years or less (with a maximum of 5 years funding in a whole lifetime).

AFDC did not set realistic time limits on families receiving welfare, and the result was that many AFDC parents who might have gone to work never did.

The “Tough Love” approach of CalWORKs, which requires that these parents find jobs in a prompt manner, is really doing them a service, because they will learn more from work experience than any other kind of training.

It should be noted that the CalWORKs approach to welfare features job first and foremost, as the name indicates. This public assistance is provided for only a short time while folks get themselves back in the job market. CalWORKs is not a life career on aid nor is it a fancy educational program. The state is not responsible for fancy education for individuals. The state is only involved in providing the minimum education or training that an individual needs to get a minimal job.

We know that between 1990-1995 AFDC parents in California who were required to participate in the work training study program GAIN (Greater Adult Independence) were given CASAS revealed:

- 68 percent of the parents had basic skills and
- 42 percent had reading skills EIGHTH GRADE ENTRY LEVEL

(And these figures do not reflect the levels of many GAIN parents with limited English proficiency who were not tested. For those parents who were tested, the recommendation at this skill level recommended that they “...can profit from instruction at the high school level or beginning GED level...”

We also know that 50 percent of welfare parents have not completed high school. Great many of these parents will need additional education and training, over an extended period of time, to equip them with sufficient skills to independently support a family. The goal of CalWORKs is to get these parents into a job—any job—as fast as possible, with adequate education or job training.

And this discussion doesn’t even begin to look at job availability issues for the welfare parents.



**WELFARE REFORM PROPONENTS
SAY...**

**WELFARE REFORM OPPON
SAY...**

ISSUE: No "Entitlement" to Services

^The fact that welfare reform (CalWORKs) in California) no longer "entitles" children and their families to public assistance just because they are poor is a good thing. Such entitlement can be destructive to the character of welfare parents and their children—creating unfortunate dependency, and devastating to our economy—creating tremendous costs.

^Since 1935 our nation has provided federal safety net for the most vulnerable amongst us. With welfare reform we eliminated the guarantee of that safety net. While some states may be very responsible many are not. The bottom line is that there is no guarantee, and the poor have no assistance.

ISSUE: State Design and Control of Program

^It is appropriate that our state and our counties have the power to both design and run our own welfare program. For too many years, public officials in Washington who do not understand our local welfare issues have been telling us what to do. We know best what our own people need. And wise governmental decisions are made closest to the area of need.

^One reason the federal AFDC program was initiated was the failure of the states to provide equitably care for poor parents and their children. States can be notoriously inept when it comes to funding programs that serve their constituency with no political clout.

^The idea that we, as a state, would not provide adequate funding for children and parents dependent on welfare is not true. We are committed to the best interests of these families and will provide for them accordingly.

^Indeed, even without the latitude of the Welfare Reform, California has reduced the per capita grant level of AFDC families five times since 1991, leaving the average welfare recipient child with a monthly grant that was insufficient to provide for a range of food, clothing, personal and shelter needs, and now frequently doesn't even provide the rental assistance. A history of social services programs "devolved" to state and local control had their funding eroded and their services reduced.

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The California Interfaith Coalition represents a diverse group of community-based faith organizations. Many of these organizations have long histories of serving people in situations of poverty, a underlying problem which welfare programs seek to alleviate. We believe that the state of California through its elected officials, has the moral responsibility to promote the well-being of all Californians through policies that assure basic human support for the most vulnerable members of society, including children, the elderly, people with disabilities, immigrants, and others with limited resources. Designing and funding new welfare-to-work and safety net programs, policy choices are not just economic choices. They are fundamentally choices of morality and ethics. The California Interfaith Coalition believes the following principles should guide the development of a just and effective welfare policy:

California Interfaith Coalition Welfare Reform Principles

- ▲ In a just society, no one goes hungry and no one is homeless or without health care. The benevolent actions of individuals and organizations complement but in no way replace, the responsibility of the community to seek justice, protect the vulnerable, and promote the common good.
- ▲ The community, acting through its agents, governmental structures, is responsible for providing a floor of benefits at a level adequate for basic health and subsistence.
- ▲ Public policy should prevent poverty, and, where it exists, enable people to move away from dependency and out of poverty. It must ensure that children will be cared for, and enable families to build the capacity to care for themselves.
- ▲ Families have a responsibility to take whatever action is necessary and within their capabilities to achieve independence.
- ▲ Public policy should ensure that children receive support from both parents.
- ▲ Assistance should be provided to all eligible people who follow program rules and are in economic distress. No one should be turned away or placed on a waiting list.
- ▲ No child should be removed from the safety net because of a parent's failure to fulfill agreements with the government. No child should be excluded because they or their parents are not citizens. Children must receive the basic level of support for their healthy development.
- ▲ Public assistance delivery systems, including eligibility requirements, should be streamlined and automated to reduce costly duplication and administrative burdens.
- ▲ Public Policy should encourage partnerships and promote shared responsibility and accountability among all levels of government and the private and nonprofit sectors.
 - ▲ Community input should be maximized in the design, implementation, and evaluation of programs.

Old Program:

AFDC

- ^All children and their parents (family of three) whose income and assets were sufficiently low, qualified for \$565 per month grant in counties with higher costs, and \$538 per month grant in counties with lower costs.
- ^Individuals receiving the AFDC monthly grant were also eligible for food stamps, Medi-Cal and, as available and needed, child care and transportation subsidies.

New Program: CalWORKs

State:

- ^Although the federal requirement of automatic eligibility based on income no longer is in force, California did decide in CalWORKs to fund the grant levels of AFDC parents and their children at the present rate of assistance, and food stamps and Medi-Cal are provided to eligible children and their parents.
- ^Child care and transportation are required to be provided to parents who are engaged in work activity.

County:

- ^CalWORKs provides three stages of child care which the county and the Department of Education jointly administer.
- ^Stage one child care, under county auspices, provides up to 6 months of care as recipients get their work activity stabilized.
- ^Stage two child care, under the Department of Education, provides care during the work activity period and as a transition service once the parent is employed.
- ^Stage three Department of Education child care—dependent on funding availability—provides care to employed parents who are income eligible.



Old Program:

AFDC

- ^While all AFDC adult recipients were registered in the work incentive GAIN program, less than twenty percent participated due to funding limitations.
- ^Those parents who did not participate in GAIN were given basic assessment tests to measure their education and skill level so as to make appropriate remedial or training referrals.
- ^The basic skill level of the GAIN parents, as measured by the CASAS (Comprehensive Adult Student Assessment system) between 1990-1995, indicated that 68 percent of the math scores and 42 percent of the reading scores of AFDC parents were below high school entry level. (These figures did not cover those parents who lacked English Language proficiency.
- ^Appropriate remedial training in Basic Adult Education, High School Equivalency and English-as-a-Second Language were implemented.
- ^Parents were also given job training and, when ready, put in a Job Search program.

New Program: CalWORKS

State:

- ^All parents not exempted for “just cause” or hardship are required to participate in the “work activity” of the CalWORKS program.
- ^The thrust of CalWORKS is work first, so the applicant is immediately required to participate in a four-week Job Search program. If the Job Search is unsuccessful, parents will enter into a welfare-to-work program with the county.
- ^The applicant will perform “work activities” (subsidized and unsubsidized) public and private employment, on-the-job training, vocational education (limited to 30 percent of applicants), job skills training, education related to employment, and GED (high school equivalent) a specific number of hours per week. A parent is obligated to participate in “work activity” 20-32 hours per week until July 1, 1998, 26 hours per week until July 1, 1999, and then must work 32 hours.
- ^Children in CalWORKS families are required to attend school and be immunized.
- ^If appropriate, mental health and substance abuse treatment services are provided to recipients.

County:

- ^The county may exempt an applicant from work activity participation for “good cause,” which includes the unavailability of child care for an infant or child (10 years and younger), danger of domestic violence, or medical disability.
- ^The county has discretion to either reduce or extend up to a year the Job Search program, and may also extend the 18-month work activity requirement for new applicants to 24 months.
- ^The county is called to make an assessment of the skills and education level of the applicant and to provide the applicant with an “adequate range” of work-related training and educational activities, and Job Search and work experience. The County is also required to provide individuals in “work activity” with suitable supportive services which include child care, transportation funds, work-related tools and books, etc. The County can continue case management and supportive services for up to one year after recipient has found a job.
- ^The county may determine the method of documentation for school attendance and immunization records. Counties are to create mental health and substance abuse service delivery plans and refer recipients to appropriate county services.

assists the 2.3 million children and parents who depend on these prog

The “old” welfare program, known as AFDC (Aid to Families with Dependent Children), was an open-assistance program that specified that all children and parents throughout the nation who were in suffic were eligible for monthly grant assistance until the 18th birthday of the youngest eligible child.

The program was jointly funded through federal and state funds, and the program design was essentially the federal government. A poorly funded and profoundly underutilized “work incentive” program (know nia as GAIN–Greater Avenues for Independence) was a second component of the “old” AFDC system.

In 1996, landmark federal legislation, the Personal Responsibility and Work Opportunity Reconciliatio cally revised the preceding 60 years of welfare legislation by removing the requirement of child and pare based on need, providing a “lump sum” or block grant of TANF (Temporary Assistance to Needy Familie each state and giving the states and the counties substantial latitude in program design: client eligi training requirements and income assistance levels.

In August of 1997, the state of California created its version of welfare reform, the Welfare to Work , known as CalWORKs (California Work Opportunity and Responsibility to Kids).

The following is a comparison of the AFDC and the CalWORKs program focus on those areas where the county has discretion.

PROGRAM TIME LIMITS

Old Program:

AFDC

^No time limits on monthly grant assistance except the youngest child’s 18th birthday.

New Program: CalWORKS

State:

- ^Eligible children and their parents are provided with a total time all 60 months of cumulative federal grant assistance. (Twenty percent of caseload is exempted from the 60-month allocation for hardship.)
- ^New and current applicants are granted only 18-24 months of cumulative work/training assistance (See Work/Training requirements) before t required to work, either in private employment or, if necessary, in cc service.

County:

- ^The county may, at its discretion provide a “safety net” by funding children’s portion of the grant after the 60-month period has elapsed
- ^This funding does not apply to the adult portion of the grant. After 1 months of employment services/training have occurred and the appl not yet found a job, the county will assign community service emple the county certifies that “no job is currently available for the recipie
- ^The county may NOT provide General Assistance to CalWORKS p have received 60 months aid, but may offer the parent additional em services and, if accepted, require community service from the paren



10 min

Reflection Time—in pairs
Handout No. 2

- respond to questions and to encourage the participants to move along in a timely manner.
- ▲Ask each small group recorder to report to the group.
 - ▲Distribute Handout No. 2, the California Inter-Coalition’s *Welfare Reform Principles*.
 - ▲In pairs, ask participants to reflect on these questions:
 1. How does the “new” welfare system measure up to these principles?
 2. How do these principles reflect my personal or theological beliefs about “welfare”?
 - ▲Briefly ask volunteers to share responses with group.

10 min

Going Deeper—in groups of four
Handout No. 3

- ▲Explain that there has been heated public debate about welfare reform in recent years, reflecting a clash of values about the role of government in meeting the needs of our most vulnerable citizens.
- ▲Ask participants to turn to Handout No. 3, *Principles of Welfare Reform*. Ask each pair of participants to join another pair for a four-person group.
- ▲Ask each small group to review the Pros and Cons and then to identify the values that support the proponent and opponent positions on welfare reform. Which values are most important to them? Are there competing values?

20 min

Large Group Wrap-Up

- ▲Call people back together for a brief wrap-up session. Ask questions like:
 1. What are the underlying conflicts that challenge the welfare reform public policy discussion? Where does the religious community find common ground?
 2. Do you think the new system will work? why not?

**Session III,
Handout No. 1**

- ▲Distribute the *Starter Kit*, Handout No.1 for Session III and ask participants to read in preparation for the next session. Explain that the focus of the class will turn to the role of the religious community in implementing welfare reform, specifically at the county level.

The New Welfare System



- Objectives:** To understand the differences between the “old” and “new” systems; to explore the underlying values of each system.
- Preparation:** Carefully read all materials for this session in advance, particularly the complete summary of the welfare reform legislation adopted by the state Legislature in August 1997 in Appendix A.
- Materials Needed:** Butcher paper and felt pens; enough copies of the Session III handouts for each participant.

One Hour Discussion Format

When	What	How
Before you begin	Copy/distribute the handout for this session	
5 min	Open with Prayer Introductions	<ul style="list-style-type: none"> ▲ Explain that in this session we will be looking at the differences between the “old” welfare system and the welfare reform redesign adopted by the State Legislature in August 1997.
20 min	Comparing Old and New Handout No. 1	<ul style="list-style-type: none"> ▲ Split into three small groups and ask each group to review one section of the comparison chart in <i>Comparison of AFDC and CalWORKs</i>, Handout for this session (time limits, work requirement eligibility). ▲ Distribute butcher paper and felt pens. ▲ Ask each group to appoint a recorder and to answer these questions: <ol style="list-style-type: none"> 1. What are the differences between the old and new welfare systems? 2. What are the potential problems and opportunities in the new system?

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Our Religious Traditions and Welfare Reform

Respect for human life grows out of gratitude for God for freeing the Hebrew people when they were oppressed and establishing a covenant with them. God's love for the oppressed, so evident in the Exodus, becomes pivotal in the way Jews and Christians relate to others. There are no categories of people so distant that respect for them is unnecessary, that personal obligations and legal protections do not apply to them; we cannot make the circle of responsibility—in effect the circle of humanity—smaller.

The Jewish Tradition

We find that the Exodus experience shaped not only the Ten Commandments but also the more detailed codes that were to guide the conduct of the Israelites. Over and over again the instruction to remember the foreigner, the widow, and the orphan—those most vulnerable to hunger and poverty—is tied to the Exodus. Take, for example, the instruction found in Deuteronomy 24:17-19, 21-23:

Do not deprive foreigners and orphans of their rights, and do not take a widow's garment as security for a loan. Remember that you were slaves in Egypt and that the Lord your God set you free; that is why I have given you this command.

The Christian Tradition

Jesus answered the question from the lawyer, "Who is my neighbor?" (See Luke 10:29-37) by telling the story of the despised Samaritan who helped a brutally assaulted Jew. And then Jesus turned the question around by asking the lawyer, "Who acted as a neighbor to the stricken man?" Here Jesus faithfully reflected the God of the Exodus, whose rescue of slaves informs our understanding of God's law.

Key Scripture Texts

The Hebrew Scriptures

Exodus 22:21-23	You shall not oppress the resident alien
Deut. 16:18-20	Justice, and only justice, shall you pursue
Proverbs 21:13	Listen to the cry of poor people
Jeremiah 22:3	God commands the king to act with justice
Jeremiah 22:11-17	Woe to the king who builds his house on injustice

The Christian Scriptures

Matthew 6:25-34	First seek God and God's justice
Matthew 25:31-46	"I was hungry and you gave me food"
Mark 12:28-34	The great commandment
Luke 14:12-14	Invite poor people to your dinner
Luke 19:1-10	Jesus and Zacchaeus, the tax collector

The welfare program as we know it is a product of the Great Depression when 25 percent of the was unemployed, and the best efforts of charitable and religious organizations were profoundly in to deal with the problem. The federal government stepped in and created an alphabet soup of pr stabilize both the economy and the citizenry, most notable of which was the Social Security Act

The Deserving Poor

A little known segment of the Social Security Act of 1935 was the Aid to Dependent Children (A program designed to give cash assistance to deserving poor families where the husband had died, or abandoned the family. The proper care of children was the key concern of the program and at-mothers were felt to be the most appropriate caregivers. Until the 1960s, the program was essen minor piece of the Social Security Act. However, in the 60s the program grew substantially.

The Exploding Poor

By the end of the 60s, there were over two million families receiving AFDC (Aid to Families with Children). In the early 90s, more than five million families received AFDC. Meanwhile, the tion of a working welfare parent (rather than a 'stay-at-home' caregiver maintained with cash gr: emerging as a reflection of a society where the vast number of parents with young children wer ployed.

Welfare to Work

In the 60s, 70s, and 80s a number of work incentive programs (developed to move AFDC parent work force) were legislatively initiated and heralded in the press as the solution to welfare depend However, these programs were seriously underfunded, a fact not well noted in the press. Only 19 AFDC parents were able to participate in the job training program WIN and 13 percent in the m JOBS program, known in California as GAIN, (Greater Avenues for Independence), due to limit ing.

Another and more recent public policy incentive to reduce the use of Aid to Families with Depen Children (AFDC) was the repeated reduction of monthly grant levels for needy families. In Calif grant level for an AFDC family has been cut five times isince 1991, leaving the average family v monthly income that is often times less than their monthly rent.

'Temporary' Welfare

In August of 1996, the Personal Responsibility and Work Opportunity Reconciliation Act, com referred to as "Welfare Reform," was signed into law eliminating the AFDC program and the co entitlement to services and creating a new type of state-designed welfare, CalWORKS, funded tl TANF (Temporary Assistance for Needy Families) block grant.



WHY DO FAMILIES GO ON WELFARE?

Parents and their children utilize public assistance programs out of personal necessity. The following stories are both true and representative.

Marie and her family

Marie is a 34 year old mother of three who divorced her husband many years ago because of his drug addiction. She has a supportive family, a high school diploma and some class work at a local community college. Fifteen years ago Marie went to work for the Department of Motor Vehicles, giving driving tests to truck drivers. Her annual salary of \$31,000 was sufficient to raise her children and she was saving for a home.

Marie made a bad business decision and not only lost her life savings but incurred substantial debt. Shortly after she took a serious fall at work splitting a vertebrae and damaging three discs. Her employer was reluctant to get Workers' Compensation. To compound matters, while convalescing at home she severely burned both her hands in a cooking fire. In less than a year Marie had gone from a self sufficient wage earner to AFDC. She returned to a less arduous job and says she couldn't have made it without the help of AFDC.

Marlene and her child

Marlene is 24 and the single mother of a five year old. Marlene became pregnant as a teenager and attending a local community college. Her parents were in the midst of an divorce at the time. The baby's father took off and Marlene continued to work in a department store until the week before the birth of her child. She was able to use her father's health benefits for her delivery. She went back to work six weeks after the birth, but lost her health insurance.



When Marlene's child was three months old, the baby developed a serious medical problem. Marlene was told by her employer that she was not eligible for health care. Marlene received AFDC for two and one half years primarily to get health care for her child.

Marlene has now found a job that provides health care and pays just enough to secure a simple life. Should she lose her job, Marlene like many "working poor" parents is or has put her savings away from a return to welfare.

Brendelin and her child

Brendelin is a 28 year old mother of four children all under eight years of age. She was raised by an addicted mother most of her life but spent enough time living with an aunt off and on to have gained excellent skills and values. However, many learning disabilities and low self-esteem led her to drop out of high school and into the world of drugs.

Pregnant with her third child and only 24 years old she came to the Temporary Housing Program to change things for her family. Her hope was to be able to find training in food service or janitorial work because she understood formal education was not for her.

Once the baby was born her plans were thwarted by her medical problems. Child care providers refuse to take sick children and training programs drop you after only a few absences. She has no way to get the baby until the baby outgrows his asthma. Only then will she be able to commit to training and a future.

Jill Duerr Berrick, Ph.D., described the stories of Marie and Marlene (using other names) in her book, *Faces of Poverty*, Oxford Press, 1995.

Pop Quiz on Welfare Families

- 1 Q. How many children and their parents in California depend on welfare for survival
___1 Million ___1.5 Million ___2.0 Million ___ More

- 2 Q. The size of the average family depending on welfare is?
___1 parent, 1 child
___1 parent, 2 children
___1 parent, 4 children

- 3 Q. What percentage of families depending on welfare include children with disabilities?
___5 percent ___10 percent ___15 percent ___20 percent

- 4 Q. What percentage of families depending on welfare include mothers with disabilities?
___5 percent ___10 percent ___20 percent ___30 percent

- 5 Q. What percentage of parents receiving welfare did *not* complete high school?
___10 percent ___25 percent ___35 percent ___50 percent

- 6 Q. What percentage of adult GAIN parents (a work/training program of AFDC) test high school entry level in math?
___10 percent ___30 percent ___60 percent ___More

- 7 Q. What percentage of adult GAIN parents (a work/training program of AFDC) test high school entry level in reading?
___10 percent ___20 percent ___30 percent ___More



- 1 Q. How many million children and their parents depend on welfare for survival?
1 A. **More.** Actually 2.3 million Californians depend on welfare. Approximately one-third are children under 18 years of age. (CA Dept. of Social Services, July 1995)
- 2 Q. What is the size of the average welfare family?
2 A. **One parent, one child:** 42.3 percent of families have one child, 30 percent have two children and 15 percent have three children; 88 percent of these families have three children or fewer. (CA Dept. of Social Services, 1995)
- 3 Q. What percentage of families are depending on welfare include children with disabilities?
3 A. **20 percent** (Data based on Wave 11 of the AFDC Household Survey conducted by Survey Research Center, UC Berkeley, December 1995)
- 4 Q. What percentage of mothers living on welfare report chronic health conditions or disabilities?
4 A. **30 percent** (Data based on Wave 11 of the AFDC Household Survey conducted by Survey Research Center, UC Berkeley, December 1995)
- 5 Q. What percentage of parents depending on welfare did not complete high school?
5 A. **50 percent** (Western Center on Law and Poverty, November 1996).
- 6 Q. What percentage of adult GAIN parents test below high school entry level in Math?
6 A. **More.** 68 percent, according to the March 1996, California Statewide General Appraisal Program, Test Score and Demographic Summary for July 1990 to July 1995 by CASAS, the Comprehensive Adult Student Assessment System. Over 350,000 participants who were tested, 88 percent of the aggregate test scores indicated a score of 224 or less which is defined in the literature as a high school level.
- 7 Q. What percentage of adult GAIN parents test BELOW high school entry level in reading?
7 A. **More.** 42 percent. In the same test mentioned above 42 percent of the test scores were below high school level as well

10 min	Small Groups Handout No. 2	<ul style="list-style-type: none"> ▲Assign each group one story in the <i>Why Do Families Go on Welfare?</i> section of Handout No. 2 ▲Ask each group to discuss the question, “What can we learn from this story about why families go on welfare?”
10 min	Large Group Discussion	<ul style="list-style-type: none"> ▲Ask a representative from each small group to share the story that was read by the group and to report about the results of their discussion. ▲Ask the large group, “Does anyone in this room know someone on welfare, and how might that person’s experience help our understanding about why families go on welfare?”
5 min	History of the Modern Welfare System Handout No. 3	As the facilitator, briefly share with the whole group the material found in Handout No. 3 entitled, <i>How Did Welfare Get Started and How Has It Evolved?</i>
10 min	Our Religious Traditions Handout No. 4	<ul style="list-style-type: none"> ▲Ask participants to read in silence the section of Handout No. 4 entitled, <i>Our Religious Traditions and Welfare Reform</i>. ▲Tell the group that next week they will be looking carefully at the welfare reform plan for California adopted by the state Legislature in August 1996. ▲Ask the group, “What does our faith tradition teach about the way in which our society should approach the needs of low income families?” ▲Post responses on the chalkboard or butcher paper.
	Session II, Handout No. 1 & 2	▲Distribute the <i>Welfare Reform Principles</i> from the California Interfaith Coalition (Session II, Handout No. 2) and ask them to read the principles, along with the <i>Comparison of AFDC and CalWORKs</i> , Handout No. 1, for Session II, in order to prepare for next session.
5 min	Closing Handout No. 4	As a closing, ask a couple of individuals to read the scripture text listed in <i>Our Religious Traditions and Welfare Reform</i> , Handout No. 4. Close with prayer.

Who's On Welfare?



- Objectives:** To understand who are recipients of welfare, w families need the welfare system, and the persp the religious community on our welfare system
- Preparation:** Thoroughly read the introduction section to th *Guide*.
- Materials Needed:** Chalkboard or butcher paper and felt pens.
Enough copies of the Session I and Session II for each participant

One Hour Discussion Format

When	What	How
Before you begin	Copy/distribute the handout for this session	
5 min	Open with Prayer Introductions	If the group is no larger than 15 people, ask indi to introduce themselves. Review discussion gui found on pages 3-4.
10 min	Brainstorm	<ul style="list-style-type: none"> ▲Write the word WELFARE on a chalkboard o piece of butcher paper. ▲Ask the group to brainstorm what the word m ▲List and summarize responses. ▲Ask the question, “Why is the subject of <i>welfa</i> difficult for many in our society?”
5 min	Quiz Handout No. 1	<ul style="list-style-type: none"> ▲Ask individuals to take the <i>Pop Quiz on Welfa lies</i> on Handout No. 1. ▲Review answers on page 7. ▲Ask the group: “What did you learn? What su you the most?”

(Continued on next page)



thinking about how to move the group toward its goals.

- ▲ Don't be afraid of silence. It will sometimes take a while for someone to offer an answer to a question you pose.
- ▲ Don't let anyone dominate; try to involve everyone.
- ▲ Remember: a forum is not a debate but a group dialogue. If participants forget this, hesitate to ask the group to help reestablish the guidelines.

5. Help the group grapple with content

Make sure the group considers a wide range of views. Ask the group to think about the advantages and disadvantages of different ways of looking at an issue or solving a problem. In this way, the trade-offs involved in making tough choices become apparent.

- ▲ Ask participants to think about the concerns and values that underlie their beliefs.
- ▲ Don't allow the group to focus on or be overly influenced by one particular person's experience or anecdote.
- ▲ Either summarize the discussion occasionally or encourage group members to do so.
- ▲ Remain neutral about content and be cautious about expressing your own values.
- ▲ Help participants to identify 'common ground' but don't try to force consensus.

6. Use questions to help make the discussion more productive

Some useful discussion questions:

- ▲ What seems to be the key point here?
- ▲ What is the crux of your disagreement?
- ▲ Does anyone want to add to (or support, or challenge) that point?
- ▲ Could you give an example or describe a personal experience to illustrate that point?
- ▲ Could you help us understand the reasons behind your opinion?
- ▲ What experiences or beliefs might lead people of faith to support that point of view?

7. Reserve adequate time for closing the discussion

- ▲ Ask the group for last comments and thoughts about the subject.
- ▲ You may wish to ask participants to share any new ideas or thoughts they've had as a result of the discussion.
- ▲ If you will be meeting again, remind the group of the readings and subject for the next session.
- ▲ Thank everyone for their contributions.
- ▲ Provide some time for the group to evaluate the group process, either through a discussion or through a brief written evaluation.



1. Be Prepared

The leader does not need to be an expert (or even the most knowledgeable person in the group) on the topic being discussed, but should be the best prepared for the discussion. This means understanding the goals of the adult forum (or study circle), familiarizing yourself with the subject, thinking ahead of time about the directions in which the discussion may go, and preparation of discussion questions to aid the group in considering the subject. This preparation will enable you to give your full attention to group dynamics and to the content of what individuals in the group are saying.

2. Set a relaxed and open tone

- ▲ Welcome everyone and create a friendly and relaxed atmosphere.
- ▲ Well-placed humor is always welcome and helps people focus on differences of ideas rather than on personalities.

3. Establish clear guidelines for discussion

At the beginning of the study circle, establish the guidelines and ask participants if they agree to them or want to add anything:

- ▲ All group members are encouraged to express and reflect on their honest opinions and views should be respected.
- ▲ Though disagreement and conflict about ideas can be useful, disagreements should not be personalized. Put-downs, name-calling, labeling, or personal attacks will not be tolerated.
- ▲ It is important to hear from everyone. People who tend to speak a lot in groups should make special efforts to allow others the same opportunity.
- ▲ The role of the leader is to remain neutral and to guide conversation according to the ground rules.

4. Stay aware of and assist the group process

- ▲ Always use your ‘third eye’; you are not only helping to keep the group focused on the content of the discussion, but you will be monitoring how well the participants are communicating with each other—who has spoken, who hasn’t spoken, and whose point of view hasn’t yet received a fair hearing.
- ▲ Consider splitting up into smaller groups to examine a variety of viewpoints or to give people a chance to talk more easily about their personal connection to the issue.
- ▲ When wrestling with when to intervene, err on the side of nonintervention.



Federal welfare reform legislation, known as the Personal Responsibility and Work Opportunity Reconciliation Act, was signed into law by President Clinton in August 1996 and represents a major shift in public policy as it impacts the nation's poor children and their parents. California welfare reform implementation bill, the Work Opportunity and Responsibility for Kids Act (CalWORKs), was signed into law by Governor Wilson in August of 1997.

It is important that people of faith understand both the requirements of welfare reform and the realities facing these families as they attempt to meet the conditions of these landmark changes in the law.

This guide is designed to be used as a resource for a four-session adult forum in your congregation. These materials do not take a position on the law. The intent is to provide reliable information and to encourage dialogue within and further involvement by the religious community in welfare reform.

Please make as many copies of the handouts as you need, distribute them in advance and encourage participants to read the entire contents.

Potential settings for an adult forum include a Sunday morning adult education class, an evening adult forum—perhaps in conjunction with a potluck supper, Women's or Men's groups, a Social Concerns/Action committee meeting, or a local clergy association meeting.

The success of your adult forum will ultimately depend on the quality of your facilitation. See *Tips for Effective Discussion Leadership* beginning on page 3.

Please have participants fill out the Evaluation Sheet on page 37 and return these along with your evaluation (page 38) to:

*California Interfaith Coalition
c/o California Council of Churches
1300 N Street
Sacramento, CA 95814
Phone (916) 442-5447
FAX (916) 442-3036*

“This was not an easy sell, but in the end the effort produced a solution based on sound and very equitable principles. From now on public assistance in California will be temporary, and in transition, it will be strictly time limited.”

—Governor Pete Wilson

“Sound bites aside, ‘welfare reform’ has yet to help mothers find a way out of poverty to make self-sufficiency a way of life.”

—Diana Spatz, former welfare reform critic and award-winning University of California journalist





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CALIFORNIA COUNCIL OF CHURCHES
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Appendix A: **Summary of California’s Welfare Reform Legislation**

Appendix B: **Welfare Reform Moves to the Counties**

Appendix C: **County Social Services Resource List**

Participant and Facilitator Evaluation Forms

Acknowledgments

The California Interfaith Coalition (CIC) has provided this *Study Guide on Welfare Reform* for congregations statewide. The guide was developed under the supervision of the California Council of Churches, written by coalition members and funded through a grant from the California Wellness Foundation.

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Financial Support

This booklet is provided to you free or at a nominal charge. Financial contributions to the California Interfaith Coalition (CIC) are welcome and will help us make resources such as this booklet available to more people. Contributions should be mailed to the CIC, c/o California Council of Churches, 1300 N Street, Sacramento, CA 95814.

