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Publication Date

2002

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Welfare Policy Research Project



CALIFORNIA POLICY RESEARCH CENTER
UNIVERSITY OF CALIFORNIA

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About the California Policy Research Center

The California Policy Research Center (CPRC) is a University of California program that applies the extensive research expertise of the UC system to the analysis, development, and implementation of state policy as well as federal policy on issues of statewide importance. CPRC provides technical assistance to policymakers, commissions policy-relevant research on statewide issues, and disseminates research findings and recommendations through publications and special briefings.

About the Welfare Policy Research Project

In August 1997, California's legislation to implement federally mandated changes to the welfare system was signed into law. The legislation requested that the University of California undertake tasks to help monitor and evaluate implementation of the California Work Opportunity and Responsibility for Kids (CalWORKs) program and other relevant welfare policies. CPRC undertook these new responsibilities and, in 1998, created the Welfare Policy Research Project (WPRP). WPRP convened a 15-member advisory board, comprised of senior legislators, state and county officials, and a public-interest advocate.

In accord with its legislative mandate, WPRP (1) is operating a research grants program to support applied welfare-policy research sought by state and local officials; (2) has helped to establish the California Census Research Data Center, with secure operating facilities at UC Berkeley and UCLA; (3) is developing and will maintain an Internet-accessible welfare research database to provide timely information on welfare-related research being conducted in California; and (4) is sponsoring and organizing forums for policymakers on cutting-edge welfare-related research issues and findings. In addition, WPRP provides technical assistance on policy-related issues to state and local officials. This study was conducted by the Manpower Demonstration Research Corporation, as a result of a competitive grant award.

About the Manpower Demonstration Research Corporation

The Manpower Demonstration Research Corporation (MDRC) is a nonprofit, nonpartisan social-policy research organization dedicated to learning what works to improve the well-being of low-income people. Through its research and the active communication of its findings, MDRC seeks to enhance the effectiveness of social policies and programs. MDRC, founded in 1974, is located in New York and Oakland.

MDRC's current projects focus on welfare and economic security, education, and employment and community initiatives. Complementing its evaluations of a wide range of welfare reforms are new studies of supports to the working poor, and emerging analyses of how programs affect children's development and their families' well-being. In the field of education, MDRC is testing reforms aimed at improving the performance of public schools, especially in urban areas. Finally, its community projects are using innovative approaches to increase employment in low-income neighborhoods.

MDRC projects are a mix of demonstrations—field tests of promising program models—and evaluations of government and community initiatives, employing a wide range of methods, such as large-scale studies to determine a program’s effects, surveys, case studies, and ethnographies of individuals and families. MDRC shares the findings and lessons from its work—including best practices for program operators—with a broad audience within the policy and practitioner community, as well as the general public and the media. Over the past quarter-century, MDRC has worked in almost every state, all of the nation’s largest cities, and Canada. It conducts its projects in partnership with state and local governments, the federal government, public-school systems, community organizations, and numerous private philanthropies.

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The views presented in this report are those of the authors and not necessarily those of CPRC, the Welfare Policy Research Project, or the Regents of the University of California.

Authors’ Acknowledgments

This report would not have been possible without the cooperation of directors, program supervisors, managers, and analysts at the welfare and workforce agencies in California who took time out of their busy schedules to complete our survey. Their thorough responses provided us with a wealth of information about the kinds of job-retention and -advancement services that are being provided to CalWORKs participants. We would especially like to thank John Rodgers and Kathy Fortner, whose comments and suggestions on the pilot helped improve the final survey instrument tremendously.

At MDRC, Sharon Rowser, the project director, provided invaluable leadership and guidance in all phases of the study. Cate Taylor’s software and programming expertise was essential in setting up the survey database and analyzing the results. Regular feedback from both of them on all aspects of the project immensely improved the quality of the study.

Barbara Goldman, John Wallace, David Butler, and Dan Bloom offered their expertise and guidance on early drafts of the survey instrument and report. Jennifer Miranda and Kyana Paskel helped disseminate the survey and spent many hours entering data. Their

attention to detail was important to the success of the project. David Seith skillfully created a number of illustrative maps for the report.

Finally, this report could not have been completed without the support and guidance of Rikki Baum, director of the Welfare Policy Research Project.

Future Report

In the next report, a more in-depth study of programs in four counties, the researchers describe the most commonly available types of postplacement services and the conditions (such as interagency collaboration) that seem to facilitate the provision of job-retention and -advancement services.

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EXECUTIVE SUMMARY BACKGROUND AND SUMMARY OF FINDINGS

Purpose and Overview of This Study

As a result of federal and state welfare reform legislation, a strong economy, and local commitment to effective programs, welfare recipients in California have been moving into the workforce at a much higher rate than in the recent past, and welfare caseloads have declined substantially. Despite this success, many welfare recipients do not earn enough to become independent of cash assistance, and many of those who become independent remain poor.

Nationally, research shows that many welfare recipients do not achieve self-sufficiency because their low levels of education and skills preclude them from getting stable jobs that pay well. Others cycle in and out of jobs, sometimes because the jobs are temporary or very difficult to get to, sometimes because of family obligations, and sometimes because of personal issues such as substance abuse problems or depression. These factors are prompting public agencies to provide low-income families with new services aimed at promoting job retention and advancement.

Until recently, two additional factors—an economic downturn and the imposition of federal time limits on receipt of welfare—raised hypothetical concerns. At present, both are real enough and their effects will be felt simultaneously. In this environment, it becomes increasingly important that welfare recipients find jobs, retain them, and, over time, secure better-paying jobs. This sequence of events is important to welfare households making the transition to work because stable earnings that rise over time can lift their families out of poverty.

These outcomes are no less important to the state and counties of California. Families that exhaust their federally time-limited benefits and that cannot manage on their low or sporadic earnings will almost surely require further public assistance that the state and counties would have to fully fund. This added fiscal burden would be unwelcome in good economic times, much less during a recession.

Although state and local welfare and workforce officials—the respective administrators of the CalWORKs and Workforce Investment Act programs—indicate that they are developing and implementing new programs and service strategies to encourage steady employment and career advancement among CalWORKs participants and other low-income workers, little is known about the kinds of programs that are being implemented across the state, or about whether they are effective. (Following the terminology used by the state of California to describe the CalWORKs program, which combines the former AFDC and GAIN programs, we do not distinguish between CalWORKs participants who receive only a cash grant and CalWORKs participants who also receive employment services, child care, or other CalWORKs benefits.)

Nationally, there has been only one rigorous evaluation of job-retention and -advancement services. The Postemployment Services Demonstration (PESD) evaluation found that a variety of case-management-based services had no impact on retention or advancement outcomes, leaving county welfare and workforce programs little information to guide them in designing this critical set of new services.

In the face of this knowledge gap, the Welfare Policy Research Project has identified job-retention and -advancement services as a priority research area for California. MDRC was engaged to conduct a study identifying *promising* job-retention and -advancement programs and services that, if proven to be effective using a rigorous impact evaluation, could serve as a model for policymakers and program administrators in California and across the country.

Methods

This study focuses on the results of a statewide, self-administered, paper-and-pencil survey of each county welfare department and workforce agency in California. The survey, conducted between September and December 2000, was used to collect information on barriers that clients face in keeping jobs and advancing in careers; the type and scale of job-retention and -advancement services; the perceived effectiveness of these services; and collaboration with other agencies and service providers. Also collected were short descriptions of or prepared brochures/handouts describing innovative program strategies. The survey response rate for county welfare agencies was 93% (54 out of 58), representing coverage of 99% of California's total welfare population. For workforce agencies, the survey response rate was 71% (37 out of 52), for an overall response rate of 83%.

Respondents were asked to identify the job-retention- and -advancement-related services they provide, both before CalWORKs participants are employed and after they find a job. We refer to these services as pre-employment and postemployment services. For both the welfare and workforce agencies, the questions focused almost entirely on services that are provided to current CalWORKs participants. Only a few questions were asked about services that are being provided to non-CalWORKs participants, including former CalWORKs participants, Food Stamp-only or Medi-Cal-only participants, and other low-income people with no prior enrollment in the CalWORKs program.

Key Findings

The survey findings tell a mixed story of the job-retention and -advancement services available to CalWORKs participants. Overall, the survey shows that job-retention and -advancement services are offered in all or almost all California counties. (All 54 counties that responded offer these services.) However, the range and depth of these services vary. Five key findings emerged from the survey:

- ▶ **Pre-employment services, traditionally focused on helping applicants get a job, are now increasingly focused on how one keeps a job and advances in a career.**

These services, offered almost universally in California, include assessment, career counseling, and workshops that address job-retention issues such as attendance and balancing work and family responsibilities. Some form of pre-employment services has been in place in both the welfare and workforce systems for 20 years or longer. It is not surprising, then, that this is a starting point for a new set of job-retention and -advancement services.

- ▶ **Fewer welfare and workforce agencies are following up with job-retention and -advancement services *after* CalWORKs participants become employed.**

Most welfare and workforce agencies offer postemployment case management and support services such as child care and transportation, but other services such as mentoring, peer support, and financial incentives for keeping a job are less likely to be available. Case managers are most likely to assist workers with referrals, information, and counseling, but are less likely to intervene with employers on behalf of their clients. Although case management is an important component of postemployment services, the PESD evaluation shows that case management alone may have little impact on job-retention and -advancement outcomes. Moreover, although supportive services such as child care and transportation are widely available, they are often inconvenient for some participants who live or work in remote locations and work swing shifts or weekends. Child care is often unavailable when children are sick.

- ▶ **Participation rates in pre-employment job-retention and -advancement services are reported to be much higher than in postemployment services, for a number of likely reasons.**

Because of work-participation requirements, pre-employment services are mandatory for most CalWORKs participants, while postemployment services are voluntary for participants who are working full-time and required only if they work fewer than 32 hours a week. Further, the survey responses suggest that low participation levels in postemployment education and training may also be due to minimal encouragement or marketing on the part of case managers, along with a lack of interest on the part of CalWORKs participants. A lack of client interest, however, may reflect the difficulties of working, rearing children, and attending classes at the same time, as well as limited availability of support services such as child care at the training site or adequate evening transportation. Boosting participation rates in postemployment services poses a major, ongoing challenge to welfare and workforce agencies.

- ▶ **Services appear to be much more focused on job retention than on career advancement.**

CalWORKs participants are likely to receive services that are designed primarily to keep them employed, including counseling, child care, and other support services. Participants are less likely to receive support intended to advance their careers, such as continuing education or skills training after they have been employed for a period of time. It appears that education and training services remain mostly a pre-employment fallback option for participants who do not secure employment after completing initial job-club activities (e.g., assistance preparing resumes, interview preparation, and a supervised job search).

- ▶ **Postemployment services—including child care and transportation—are more likely to be available to current CalWORKs recipients than to those who leave the program because of increased earnings or those who never sought benefits.**

Families with a connection to social services are more likely to be eligible for job-retention and -advancement services than working-poor families with the same household income but no his-

tory of receiving cash assistance, food stamps, or Medi-Cal. As increasing numbers of CalWORKs participants begin to encounter time limits, postemployment services for former participants and other low-income working families may become increasingly important.

Next Steps and Need for Further Research

The survey results provide suggestive, but only initial and inconclusive information about the types of job-retention and -advancement services that are being provided to CalWORKs participants. We know that pre-employment services and postemployment case management are the primary job-retention and -advancement program components in most counties, while other postemployment activities such as mentoring, peer support, and offering financial incentives to recipients who are already working, such as stipends for attending skills-training programs, are less common. Education and training, although widely available, are rarely used as career-advancement tools once a participant has obtained a job.

We cannot draw any solid conclusions about the depth, quality, or effectiveness of the services currently being provided. Many questions, therefore, remain unanswered. For example, because the reported participation rates rely on respondent perceptions rather than actual client-participation data, the survey results do not give us reliable information about how many people are receiving job-retention and -advancement services. Nor do the results tell us the depth or intensity of the services provided. Most importantly, we cannot infer from the survey results whether the services being provided boost participants' job retention and wage progression in a cost-effective way.

We will partially address some of these questions in the study's second phase, which will take a more in-depth look at the job-retention and -advancement services being provided in four counties. The counties will be selected based primarily on an assessment of the promise of their programs and their administrators' willingness to participate in a longer-term and more rigorous study. Demographic and geographic diversity will also be considered in the selection process. Interviews will be conducted with administrators, program staff, and employers to learn more about the programs being provided. Although the second phase will provide us with more information about service strategies in four counties, a more rigorous impact evaluation would be needed in order to determine whether and to what degree the programs are effective and for whom. The question of program effectiveness will become increasingly important as welfare and workforce agencies in California develop more-comprehensive service strategies to promote job retention and advancement among CalWORKs participants.

Organization of This Report

In the rest of the report, we provide a policy and research context for the emerging focus on job-retention and -advancement services, present our findings from the survey, and highlight some of the promising program models we have uncovered thus far. The section "Research and Policy Context" gives an overview of the national and state changes in welfare and workforce development policy, California caseload dynamics and economic indicators, and a summary of the research conducted thus far on the effectiveness of job-retention and -advancement programs. The section "Client Barriers Affecting Employment Retention and Advancement" gives an overview

of what the welfare and workforce agencies view as the major factors affecting retention and advancement among CalWORKs participants, and “Services to Increase Job Retention and Advancement” provides information on the kinds of job-retention and -advancement services available in California. In addition, text boxes are included throughout this section, highlighting some of the promising programs and services uncovered in the survey.

RESEARCH AND POLICY CONTEXT

In this section, we explore the policy and research context that has caused welfare and workforce agencies to focus more on developing job-retention and -advancement services. We begin by summarizing changes in federal and state welfare policy and in the workforce-development system, both of which point to the necessity of developing effective retention and advancement strategies. We then review what the research tells us about designing retention and advancement services: findings that may help guide counties as they implement these new services. This section ends with an overview of changes in California’s welfare caseloads, unemployment rates, and the labor market, and a discussion of challenges the CalWORKs system now faces in spite of its success in reducing overall caseload numbers—all of which lend further evidence to the growing need for postplacement services.

Changes in Federal and State Welfare Policy

With the passage of federal welfare reform legislation, the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996, the Aid for Families with Dependent Children (AFDC) program was replaced with Temporary Assistance for Needy Families (TANF), radically altering the nation’s financial support system for low-income families. TANF shifts welfare from an open-ended entitlement program for poor families to one with strict, five-year, lifetime family limits on the receipt of *federal* welfare benefits,¹ and places a heavy emphasis on “work first,” wherein current and potential recipients are encouraged to take a job—even one at low wages—as a way to stay off welfare. TANF requires that all adult recipients engage in work—either in a regular job or in one created by the government—after two years on welfare, and TANF sets strict participation rates that states must achieve each year, which are generally defined as the number of recipients participating in activities leading directly to employment, rather than in education or training.

Taken together, the five-year time limit and TANF’s strict participation mandates are intended to create a sense of urgency for states to move a substantial number of welfare recipients off the rolls and into the workforce as quickly as possible. But because TANF deliberately shifts authority for designing welfare programs from the federal government to individual states, few federal guidelines were included in the legislation about how local governments could best accomplish this goal. Under TANF, states have the option of further devolving implementation decisions to counties. This is a marked shift away from AFDC, which was heavily regulated at the state level,

¹ States are permitted to exempt up to 20% of their caseload from this federal time limit, and can continue providing benefits after five years using state, not federal, funds.

and a change lawmakers hope will result in programs better equipped to respond to local conditions and the variety of needs of local welfare populations.

California's response to federal welfare reform is the California Work Opportunity and Responsibility to Kids program, known as CalWORKs. Implemented at the county level in 1998, CalWORKs follows TANF's strong "work-first" approach, emphasizing that programs be employment-oriented, limit enrollment in postsecondary education and other long-term training programs, and more generally adopt an approach in which heads of welfare households are strongly encouraged to take any job available. CalWORKs also provides for extensive support services, including child care, transportation, and housing assistance, in an effort to help recipients make the transition from welfare to work and toward self-sufficiency.

As required by federal law, CalWORKs places a five-year time limit on welfare receipt, with California's time limit clock beginning in January 1998. However, while most states opted to end all welfare benefits for the full family at the end of the five-year period, California joins just three other states in cutting only the adult portion of the grant,² continuing welfare benefits for children regardless of parent participation status. Similarly, in designing sanctions for nonparticipation in work activities or other types of noncompliance, CalWORKs follows the precedent of the state's previous welfare programs, requiring an adult-only sanction structure that maintains child benefits. As recommended by federal law, CalWORKs participants cannot collect welfare benefits continuously throughout their five-year limit. Participants already on the rolls as of January 1, 1998, are limited to 24 months of continuous benefits, and new recipients are limited to 18 months.

State law requires that counties provide substance-abuse, domestic-violence, and mental-health services using CalWORKs dollars for clients who require these services in order to move into unsubsidized employment. Additionally, counties are mandated to provide one year of case management and job-retention services to help clients successfully transition to work, and are given discretion in designing their package of postemployment services.³ In general, however, CalWORKs gives county welfare directors significant discretion in designing and implementing programs that respond to local economies, variations in county labor markets, and local caseload sizes and characteristics, resulting in a wide variation of welfare programs across the state. And while counties are generally encouraged to adopt the work-first approach, CalWORKs gives welfare directors the latitude to design most aspects of their welfare programs, notably in the following key areas:

- ▶ Designing welfare-to-work activities and services, as well as job-retention and community-service programs;
- ▶ Determining what activities count toward work requirements, whom to exempt from work requirements, and for how long;
- ▶ Setting the required number of work participation hours;

² The three other states opting to continue benefits for children are Maryland, New York, and Rhode Island.

³ California Budget Project. March 1998. *Budget Brief: How Are Counties Implementing CalWORKs?* Sacramento: California Budget Project. Available online at www.cbp.org.

- ▶ Deciding how to implement child care, transportation assistance, and services to address substance abuse, mental health and domestic violence;
- ▶ Determining what structure collaboration should take among community and private-sector partners.⁴

In short, the changes undertaken by CalWORKs legislation represent significant shifts in California's welfare policy, away from a guaranteed safety net of benefits to a system that both mandates and supports work.

Changes in the Workforce-Development System

At the same time TANF was being implemented at the state level, two major changes took place at the federal level within the workforce-development system. First, as part of the Balanced Budget Act of 1997, Congress passed legislation creating the \$3 billion Welfare-to-Work (WtW) program, a block-grant program administered by the Department of Labor providing employment and job-retention services to welfare recipients. Then in 1998, the Job Training Partnership Act (JTPA) program, under which the majority of the country's job training services for low-income individuals were funded, was repealed and replaced with the Workforce Investment Act (WIA).⁵

WIA marked a milestone in the development of the country's major employment and training programs for low-income individuals and families, and makes several major changes from the JTPA system. First, WIA requires that localities replace their Private Industry Councils (PICs) with Workforce Investment Boards (WIBs), composed of mostly private-sector representatives as well as representatives from the public sector and other agencies. WIBs are responsible for all local decision-making. Second, WIA requires the establishment of "One Stop Centers" through which clients can access a full range of services, with the goal of decreasing fragmentation of services and increasing collaboration among public agencies and community-based organizations. Third, it makes WIA a "universal program," open to all unemployed and underemployed individuals, rather than only to those who meet income criteria. Fourth, it establishes a portable training voucher system whereby eligible clients are given a voucher to pay for the training program of their choice at any WIB-certified provider, instead of providing agencies with contracts to run training programs, as was the system under JTPA.

Finally, and perhaps most importantly, WIA, like TANF, takes a work-first approach to service delivery, encouraging employment over training, and limiting participant access to training services. WIA created a tiered service system, wherein all participants must first make use of "core services," comprised of job search and placement assistance, labor-market information, referrals, and basic-skill assessments, all with a focus on rapid employment. Clients who do not find employment using core services are referred to the second tier, or "intensive services," which include more comprehensive assessments, development of individual employment plans, group

⁴ Ebner and Klerman. 1999. *Welfare Reform in California: Results of the 1998 All-County Implementation Survey*. Santa Monica: RAND Corporation.

⁵ JTPA officially ended on June 30, 2000, with states required to implement WIA by July 1, 2000. A complete overview of the WIA legislation is available at www.usworkforce.org.

and individual counseling, case management, and short-term pre-vocational services. Again, at this stage, employment is emphasized as the primary goal. It is only those clients who have not secured a job after completing both core and intensive services who are given a voucher to pursue training.

These changes represent a substantial revision to past practice, in which the workforce agency has heavily funded training activities. Overall, the major consequence of these changes has been that funding for skills training has become much more restricted. As under CalWORKs, WIA participants are encouraged to enter the workforce rather than pursue training. Instead, a greater amount of WIA resources have been diverted from training to initial assessment and job-search activities, and to establishing, administering, and providing staff for WIA's One Stop Centers.

With the passage of legislation creating the Welfare-to-Work program in 1997, the workforce-development system assumed a greater role in providing employment services to welfare recipients, both nationally and in California. While not intended as a permanent source of new funds, WtW dollars represent the only federal funding earmarked expressly for the provision of work-related services for TANF recipients. And while WtW shares TANF's work-first orientation, the legislation recognizes that welfare recipients with barriers to employment may require more intensive services than the welfare system provides. Thus WtW funds are targeted to help states move their least employable clients into long-term unsubsidized jobs, including recipients facing multiple barriers to employment and noncustodial parents of TANF children. WtW funding substantially increases the dollars available to states to provide employment-focused services—of the \$3 billion in federal WtW dollars, California alone received more than \$330 million over two rounds of funding.⁶

Welfare-to-Work legislation requires grantees to coordinate with county welfare departments to design a flow of services between TANF and WtW, develop an effective referral system, and ensure services are not duplicated. Allowable WtW activities include job-readiness and placement services, supportive services, wage subsidies, on-the-job training, community service, work experience, and postemployment and job-retention services. Late amendments to the legislation added provisions for vocational training and education activities to be counted as an allowable activity, but only for working participants. In many ways, then, the workforce-development system also confronts the same retention and career-advancement challenges that welfare agencies face, further underscoring the need for counties and local areas to develop effective job-retention and career-advancement strategies.

Review of the Research

As we look at the new policy demands facing welfare and workforce-development agencies to develop postplacement retention and advancement services, it is useful to review what we know from the research about retention and advancement interventions that have already been developed. To date, few evaluations have been conducted to determine the effectiveness of job-retention and -advancement services on employment outcomes. Just two studies, Mathematica Policy Research Inc.'s study of Pennsylvania's GAPS initiative, and the multisite Postemployment Services Demonstration (PESD) also conducted by Mathematica for the Department of

⁶ These funds were matched at 50% by the state, as required by federal law.

Health and Human Services (HHS), form the basis of what we know about postplacement services.

The GAPS initiative study was conducted between 1997 and 2000, and was the first post-TANF evaluation to look specifically at job-retention outcomes. Case management was central to the GAPS model, a voluntary program run by community-based organizations. Case managers used one-on-one client contact to provide supportive counseling, child care and transportation assistance and referrals, and advice on job-related soft skills, such as interpersonal skills with supervisors, co-workers, and customers. While the study was not designed to measure program impacts on economic outcomes, it did look at how GAPS operated and how participants progressed economically over time. Compared to their baseline reported income, participants in GAPS services did make gains in earnings and showed decreased reliance on welfare at the end of 18 months. The study, then, offers useful operational lessons for other programs in designing and structuring postplacement services.

The PESD evaluation was a more rigorous random assignment test of case-management-based postemployment services, and was conducted prior to welfare reform between 1994 and 1998 in four cities.⁷ PESD services were mandatory and county-run, and included 90 days of intensive case management, counseling services, regular followup, direct services, referrals to address issues interfering with employment, and small, occasional payments to help families with work-related expenses. Though participants in the program group reported high levels of satisfaction with PESD services and the personal attention of one-on-one case management, the evaluation found that case-management-based services alone produced no effects on job retention or welfare receipt over the four-year period of the study in comparison to the control group, who may or may not have been receiving similar services.

Nevertheless, the PESD findings do provide several useful lessons that are informing a new Department of Health and Human Services study, the Employment Retention and Advancement (ERA) evaluation, currently being undertaken by MDRC. ERA is a multiyear, multisite random-assignment evaluation of programs to help low-wage workers sustain employment and advance in the labor market.⁸ Expanding on PESD's case-management model, the sites' program designs generally fall into one of three categories: advancement through combining education, training, and work; advancement through full-time work with on-the-job skill acquisition; and "mixed" services that combine the two approaches. The evaluation began its planning phase in mid-2000. Some sites have implemented their services and are beginning to serve clients, and the majority of sites implemented their programs in 2001. The evaluation will follow their progress over a five-year period.

While it will be several years before we have impact results from the ERA evaluation, existing studies inform policymakers and practitioners more generally about the experiences of low-income parents as they enter the workforce, and, by extension, can guide and inform the programs they design to address the retention and advancement needs of their participants. Several

⁷ The PESD evaluation was conducted in Chicago, Portland, Riverside, and San Antonio.

⁸ States participating in the ERA evaluation are California, Florida, Illinois, Minnesota, Oregon, South Carolina, Tennessee, Texas, and Virginia.

of these findings, which are summarized in MDRC’s ReWORKing Welfare Technical Assistance Guide, *Steady Work and Better Jobs*,⁹ deserve highlighting in the context of this report.

Research has shown, for example, that while work among welfare recipients is common, steady work is not. Job loss occurs frequently among newly employed welfare recipients, particularly within the first three to six months of entering the workforce. Studies also have shown that welfare recipients often experience long periods of unemployment between jobs, and the reasons for job loss are roughly consistent across recent studies. About half of welfare recipients who lose jobs are laid off or the job ends, about 10% are fired, and about 40% quit. Parents who quit their jobs most frequently cite lack of or difficulty in coordinating child care and transportation as the primary reasons for leaving a job. These findings may help guide counties as they determine how frequently case workers should follow up with clients after placement, establish the level of service intensity at various points in time once a client begins work, and determine the types and duration of supportive services they offer to help working parents maintain employment.

We also know, in terms of factors relating to sustained employment, that working steadily initially—other job and personal factors being equal—is linked to sustaining employment over time. Welfare recipients who work more in the first year of employment are more likely to be employed four or five years after leaving welfare, though studies show not necessarily at the same job. Starting out in jobs with higher wages and employer-provided benefits is also linked to sustained employment over time. And starting out in certain occupations may also be linked to steady employment. Research has found that welfare recipients who begin working in nonsales jobs such as clerical, housekeeping, cleaning/maintenance, and private-sector care work more consistently after four and five years off welfare than their counterparts with sales-related jobs.

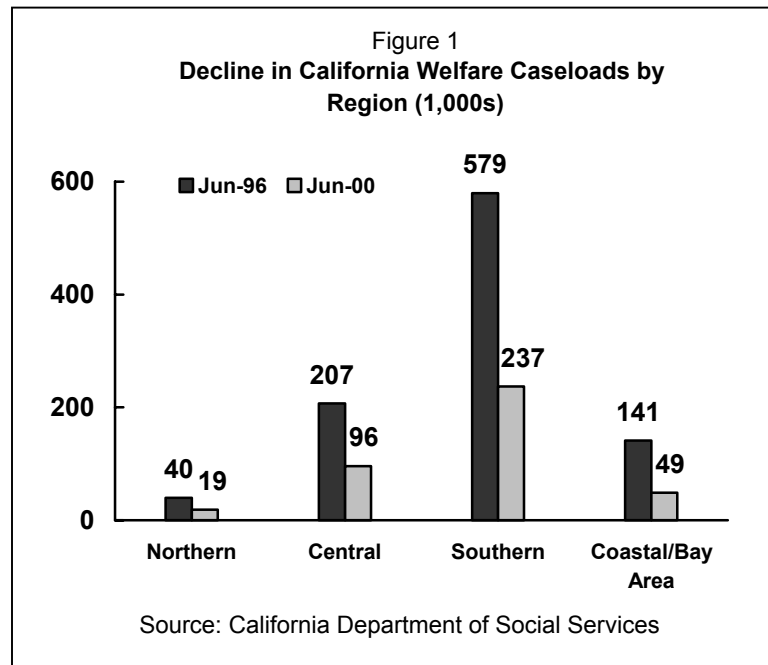
Additionally, from MDRC’s research on wage supplements to “make work pay,” we know that financial incentives play an important role in increasing employment.¹⁰ Rigorous experimental research on wage supplements and other incentives for welfare recipients shows these supplements can be effective in increasing employment among welfare recipients. Recipients who are allowed to keep more earned income without having the welfare benefit reduced (called an “enhanced” earnings disregard) or wage supplements work more than recipients in a control group. The three major MDRC evaluations of wage supplements are the Minnesota Family Investment Program (MFIP), the Canadian Self-Sufficiency Project (SSP), and Milwaukee’s New Hope Project. And while these evaluations typically have measured only whether overall employment and earnings increased, and not whether those receiving supplements held jobs longer in the followup period than those who did not receive supplements, the studies still have important lessons for policymakers and program administrators on possible program strategies to increase employment rates of welfare recipients over the long term.

⁹ *Steady Work and Better Jobs*, published in June 2000, is available on the “How-To Guides” section of MDRC’s Web site, www.mdrc.org.

¹⁰ MDRC’s research in the area of work incentives is summarized in its March 2000 publication *Encouraging Work and Reducing Poverty: The Impact of Work Incentive Programs* by Gordon L. Berlin. This report is also available on MDRC’s Web site, www.mdrc.org.

California Caseload Dynamics

Taken together, the changes in welfare and workforce legislation outlined above combined with a then-strong economy and decreasing unemployment to produce several notable effects on California's welfare caseloads. The most notable trend is the rapid decline in the number of actual cases across the state. Caseload numbers in California dropped dramatically between June 1996 (the period just before the passage of TANF) and June 2000. Statewide, caseloads declined 59% overall. Figure 1 illustrates caseload decline by region.¹¹ Although the Southern region (including Los Angeles County) has the largest caseloads, the Coastal/Bay Area region actually has experienced the largest percent decrease (66%), and the Northern region the smallest (53%).



Of those remaining on the welfare rolls, an increasing proportion is combining earned income with cash assistance. The proportion of people receiving benefits and working has jumped dramatically since the implementation of CalWORKs, from 10% statewide in 1994 to 35% in 1998, as illustrated in Figure 2, following.

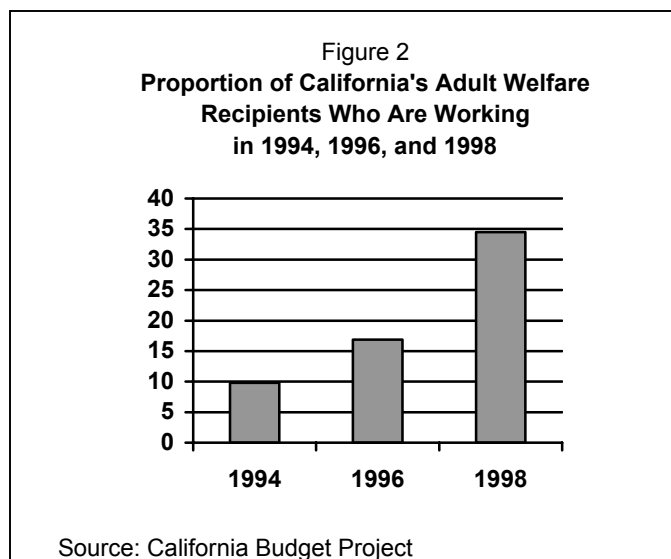
¹¹ Counties in each region are as follows, and are detailed in a table included in Appendix C.

Northern: Butte, Colusa, Del Norte, Glenn, Humboldt, Lake, Lassen, Mendocino, Modoc, Nevada, Plumas, Shasta, Sierra, Siskiyou, Sutter, Tehama, Trinity, Yuba

Central: Alpine, Amador, Calaveras, El Dorado, Fresno, Inyo, Kern, Kings, Madera, Mariposa, Merced, Mono, Placer, Sacramento, San Joaquin, San Luis Obispo, Stanislaus, Tulare, Tuolumne, Yolo

Southern: Imperial, Los Angeles, Orange, Riverside, San Bernardino, San Diego, Santa Barbara, Ventura

Coastal/Bay Area: Alameda, Contra Costa, Marin, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, Sonoma

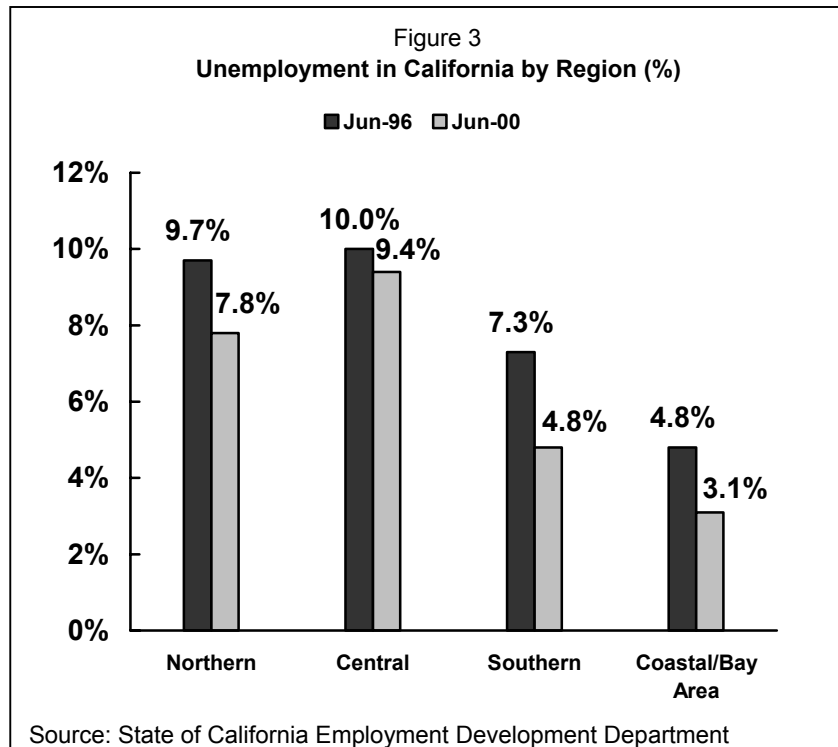


The increase in the proportion of welfare recipients who work is due in part to California's generous benefit schedule and income disregards, which were designed to "make work pay" and make employment more attractive than welfare. Whereas former welfare programs have been criticized for creating disincentives for work, CalWORKs increased the amount welfare recipients can keep from their paychecks without a reduction in welfare benefits. For example, a single mother of two children who works 20 hours a week at minimum wage keeps about 75% of each dollar she earns. Combined with the remaining welfare grant, the Earned Income Tax Credit (EITC), and the cash value of food stamps, her income is 38% more than it would be if she did not work, and she has an income 7% above the poverty line—a significant incentive for many single parents.¹² Additionally, California established a program to pay for child care, medical coverage, and other work-related expenses.

Rates of Unemployment and Welfare Receipt in California Counties

Arguably, one major factor contributing to more welfare recipients moving into jobs—whether or not they combine work with cash assistance—is the recent decrease in unemployment in most counties in California. Unemployment rates have decreased in almost all counties, the notable exceptions being counties with a large agricultural base or those located in rural areas. Figure 3 illustrates decreases in county unemployment by region.

¹² Zellman et al. 1999. *Welfare Reform in California: State and County Implementation of CalWORKs in the First Year*. Santa Monica: RAND Corporation.



Decreases in unemployment were relatively consistent across the regions (an average of about 1.7 percentage points). The one exception is the Central region, where unemployment decreased by an average of only 0.6 percentage points. Although the decreases between 1996 and 2000 were similar, the regions vary in terms of their absolute unemployment rate. The Coastal/Bay Area region had the lowest unemployment rate in June 2000 (an average of 3.1%), followed by the Southern counties (4.8%), Northern counties (7.8%), and the Central region (9.4%).

The map in Figure 4 illustrates both caseload concentration and unemployment rates across the state. As the map shows, most California welfare recipients live in areas with low or moderate levels of unemployment. Although the Central and Northern regions—where unemployment tends to be higher—have a higher number of cases as a proportion of their general population, the overall number of welfare recipients in these areas is lower. Since low unemployment generally contributes to welfare recipients entering the workforce, the fact that most of the welfare recipients live in areas of low or moderate unemployment may explain in part why the caseloads in California have dropped considerably and the number of people combining work and welfare is increasing. Appendix B provides complete unemployment and caseload information by county.

Challenges for Welfare and Workforce-Development Programs

Despite California's recent success in reducing welfare rolls across the state and increasing employment among welfare recipients, the CalWORKs program faces a number of challenges. Many recipients who have not yet managed to leave welfare show evidence of having serious

and sometimes multiple barriers to employment. Although hard data do not exist,¹³ reports from welfare directors, line-level case managers, and service providers suggest that a large proportion of clients who remain on the welfare rolls tend to confront one or more serious barriers to employment, including substance abuse, mental illness and depression, domestic abuse, physical disability, and limited cognitive ability.¹⁴ Historically, welfare agencies have “exempted” these individuals from employment services, but under CalWORKs, counties are now confronted with having to provide employment services to these populations and helping them move into jobs.

We know from the research that most women who have received welfare earn low wages, and typically have difficulty securing jobs in sectors with wages that put them above the poverty line.¹⁵ In examining records from the state Employment Development Department (EDD) on job growth across California, we see that the majority of low-wage jobs available to welfare recipients are concentrated in sectors such as retail sales, customer service, low-skill clerical, and food service, all of which are low-wage jobs and lack career ladders, benefits, and growth opportunities that would allow welfare recipients to move into higher-paying jobs with wages and benefits that support their families. And although California’s earned income disregards substantially change the calculus, and incentive, for taking a low-wage job, they also encourage many participants to stay on the welfare rolls, since overall income and benefits are higher than if they would find work at slightly higher wages but with no benefits.

While income disregards may be effective in encouraging work, in the long run many of these participants who combine work and welfare will hit the federal time limit on benefits. Although under California’s time-limit rules, only the adult will lose cash benefits, overall family income will be reduced if the parents exhaust their eligibility while working at low wages and continuing to collect a partial grant. And because the programmatic goal of CalWORKs is not just to move recipients to work but to help them achieve economic self-sufficiency, counties are having to focus increasingly on an entirely new area: building job-retention and career-advancement strategies so that recipients stay in jobs but also earn sufficient income to achieve self-sufficiency. Education, training, and skill-building may be needed as part of county retention and advancement strategies. The need for such retention and advancement services, then, is acute if the state hopes to capitalize on the success of the first years of welfare reform, and meet the CalWORKs goal of moving families not just off of welfare, but into economic self-sufficiency.

¹³ A two-county study by the California Institute for Mental Health found that overall prevalence of drug and alcohol abuse, mental health problems, and/or and domestic violence in the welfare population was between 55% (in Kern County) and 70% (in Stanislaus County). In addition, nearly one in five (in Kern) and one in three (in Stanislaus) welfare recipients had two or more serious barriers to employment. The report, titled *The CalWORKs Project: The Prevalence of Mental Health, Alcohol and Other Drug, and Domestic Violence Issues among CalWORKs Participants in Kern and Stanislaus Counties*, is available online at www.cimh.org.

¹⁴ A recent report by Robert Moffitt and David Stephens published in December 2000 and titled *Changing Caseloads: Macro Influences and Micro Composition*, suggests that when looking exclusively at *skill* barriers between those still on welfare rolls and those who have left for employment, neither group exhibits significantly more barriers than the other. However, studies such as the one by CIMH that look at a more broadly defined set of barriers suggest those still receiving welfare face significantly more challenges to moving to employment.

¹⁵ Loprest, Pamela. 1999. *Families Who Left Welfare: Who Are They and How Are They Doing?* Discussion Paper 99-02. Washington, DC: Urban Institute. Available online at www.newfederalism.urban.org.

Figure 4
Welfare Caseload Concentration and Unemployment Rates in California, June 2000



Source: June 2000 single- and two-parent caseloads, California Health and Human Services Agency,
 June 2000 seasonally unadjusted unemployment, State of California Employment Development Department (EDD).

CLIENT BARRIERS AFFECTING EMPLOYMENT RETENTION AND ADVANCEMENT

Along with the economic climate, the common barriers that employed CalWORKs participants face in keeping a job and advancing in a career may affect program structure and service delivery in their county. In the first section of the survey, we asked welfare and workforce agencies to identify what they perceive to be the *most common* barriers to job retention and/or advancement for three groups of employed CalWORKs participants: (1) those who are able to find a job quickly and without much help, (2) those who find a job after a longer period of time and with a greater level of support from case managers, and (3) those who have a hard time finding any job at all.¹⁶

The type and frequency of the reported barriers vary by group. Not surprisingly, welfare and workforce agencies were more likely to report barriers to both job retention and advancement among harder-to-employ participants. Furthermore, the agencies reported that barriers to job retention are often different from the reported barriers to career advancement. The following section presents the findings in more detail.

Barriers to Job Retention

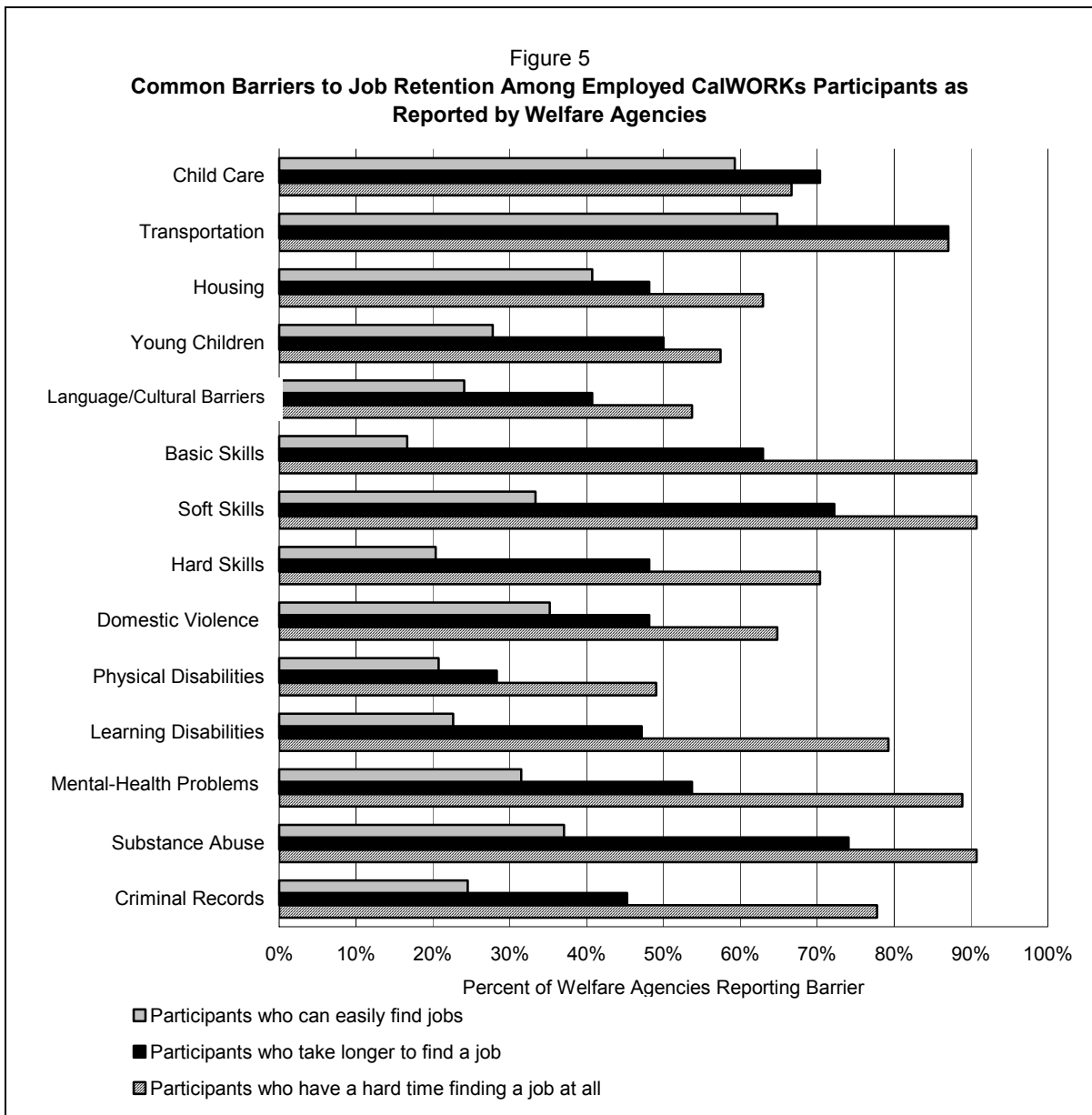
As expected, welfare agencies reported fewer barriers to job retention among CalWORKs participants who are able to find a job quickly compared with participants who take longer to find a job. As Figure 5 illustrates, the frequency with which these barriers were reported increases for the harder-to-employ groups.

For participants who find jobs quickly, welfare agencies were more likely to report structural barriers to retention—such as availability of and access to supportive services—rather than situational or behavioral barriers such as substance abuse or mental-health problems. For example, 65% of the welfare agencies reported that the lack of transportation is a common barrier to retention among the easier-to-employ group. Likewise, 59% of the welfare agencies reported that child care is a common barrier, and 41% reported that housing is a common barrier. Welfare agencies, however, were less likely to identify issues such as a lack of basic reading and math skills (17%), physical disabilities (21%), and language/cultural barriers (24%) among this group.

Workforce agencies responded similarly. A lack of transportation and child care rank among the most commonly reported barriers for the easier-to-employ group—63% and 85% of the workforce agencies, respectively, reported these as common barriers. Language/cultural barriers and physical disabilities ranked among the least commonly reported barriers for this group—7% and 11%, respectively.

¹⁶ Participants who are unable to find an unsubsidized job would most likely be participating in work experience programs, volunteer jobs, or other work-related activities to meet their work requirements.

Figure 5
Common Barriers to Job Retention Among Employed CalWORKs Participants as Reported by Welfare Agencies



Welfare agencies reported more situational/behavioral barriers to job retention among harder-to-employ participants. According to the welfare agencies, low skills and barriers such as poor mental health, substance abuse, and learning disabilities are much more likely to prevent harder-to-employ participants from keeping their job. For example, 91% of the welfare agencies reported that the lack of basic math and reading skills is a common barrier to job retention among participants who are unable to find a job, while only 17% of the welfare agencies reported this barrier among participants who find a job quickly. Similarly, 89% of the welfare agencies reported that poor mental health is a barrier to job retention among participants who are unable to find a job, while only 31% reported mental health to be a barrier among those who find a job quickly.

As Figure 6 shows, over 90% of the welfare agencies reported three or more common behavioral/situational barriers to job retention—including domestic violence, physical disabilities, learning disabilities, mental health problems, substance abuse, and a criminal history—among participants unable to find a job, and only 32% reported three or more common barriers among those who are able to find a job quickly. The workforce agencies reported similar differences among participant groups. Around 85% of the workforce agencies reported three or more behavioral/situational barriers to job retention among participants unable to find a job compared with only 33% among participants who find jobs quickly.

Figure 6 Percent of Welfare and Workforce Agencies Reporting Three or More Common Behavioral/Situational Barriers ^a to Retention Among CalWORKs Participants		
	Percent of Welfare Agencies	Percent of Workforce Agencies
1. Participants who find jobs easily	32.1	33.3
2. Participants who take longer to find a job	54.7	48.1
3. Participants who have a hard time finding any job at all	90.6	85.2

^a For the purposes of this report, behavioral/situational barriers are defined as domestic violence, physical disabilities, learning disabilities, mental illness, substance abuse, and criminal history.

Barriers to Advancement

According to the welfare agencies, the common barriers to career advancement that participants face are different from the barriers to job retention. As shown in Figure 7, welfare agencies reported that the lack of child care and transportation is less likely to be a barrier to career advancement than to job retention, while a lack of basic skills, hard skills, and soft skills¹⁷ is more likely to be a barrier as participants try to advance in a career.

Even though child care and transportation are formidable barriers for clients, welfare agencies were less likely to report that supportive services are a barrier to advancement than to retention for all three groups (a difference of between 19% and 31%). The lack of skills, however, is more commonly reported as a barrier to career advancement among participants who find jobs easily and participants who take longer to find a job. For example, more welfare agencies—a difference of 24 percentage points—report that the lack of hard skills among participants who take longer to find a job is a barrier to advancement as compared with a barrier to retention.

Clearly, among participants who have a hard time finding any unsubsidized job at all, the bigger issue is job retention rather than advancement. Welfare agencies report fewer barriers to ad-

¹⁷ Basic skills include competency in reading and math; soft skills include interpersonal skills with supervisors, co-workers, and customers; and hard skills include technical job skills, e.g., computer proficiency.

vancement than retention among these participants. For this group, the inability to get and keep a permanent job is the biggest barrier to career advancement.

Figure 7 Differences in Reported Barriers to Job Retention and Advancement					
	Lack of Supportive Services		Lack of Skills		
	Child care ^a	Transportation ^a	Basic skills ^a	Soft skills ^a	Hard skills ^a
Participants who find jobs easily					
Barrier to job retention	59	65	17	33	20
Barrier to advancement	41	44	43	54	59
<i>Difference</i>	<i>19</i>	<i>20</i>	<i>-26</i>	<i>-20</i>	<i>-39</i>
Participants who take longer to find a job					
Barrier to job retention	70	87	63	72	48
Barrier to advancement	41	56	63	72	72
<i>Difference</i>	<i>30</i>	<i>31</i>	<i>0</i>	<i>0</i>	<i>-24</i>
Participants who have a hard time finding any job at all					
Barrier to job retention	67	87	91	91	70
Barrier to advancement	46	65	69	78	72
<i>Difference</i>	<i>20</i>	<i>22</i>	<i>22</i>	<i>13</i>	<i>-2</i>

^a Percent of welfare agencies reporting client characteristic as a barrier to job retention or advancement.

Although the data are not represented in a chart, the workforce agencies responded similarly to the welfare agencies on questions about barriers to career advancement. Among participants who have a hard time finding any job at all, however, there is very little difference between the percent of workforce agencies indicating that the lack of basic skills, soft skills, and hard skills are a barrier to retention and the percent of workforce agencies indicating these factors are a barrier to advancement.

Differences in Reported Barriers by County Characteristics

It is reasonable to expect that the barriers participants face in maintaining steady employment and advancing in a career vary by the size and economic circumstance of the county. For example, if the low-skill job opportunities in a rural county are limited to seasonal agricultural employment, the barriers to retention and advancement may have less to do with individual characteristics and more to do with the regional economy. To answer these questions, we analyzed the

survey data by region, county unemployment rate, caseload size, and whether the county is metropolitan or nonmetropolitan.¹⁸

To a large extent, variation in these county characteristics has little effect on the reported barriers to job retention and advancement. Welfare agencies in counties with low unemployment, however, were slightly more likely to report barriers to job retention and advancement than welfare agencies in counties with medium or high unemployment. Although on the surface this seems counterintuitive, because of large caseload declines, it is possible that welfare agencies in counties with low unemployment are working with caseloads that are disproportionately composed of hard-to-employ clients. These hard-to-employ clients would be more likely to have barriers that affect job retention and advancement.

Furthermore, welfare agencies in urban counties show patterns similar to welfare agencies in counties with low unemployment. This is especially true in the Coastal/Bay Area region, where the unemployment rate was, until recently, at a record low. The welfare agencies in the Coastal/Bay Area were also much more likely to report housing as a barrier to job retention and advancement—63% of the welfare agencies in the Coastal/Bay Area reported housing as a barrier to retention among the easier-to-employ population compared with 36% of all welfare agencies.

SERVICES TO INCREASE JOB RETENTION AND ADVANCEMENT

Although the welfare and workforce agencies in California have been proactive about designing and delivering programs and services aimed at increasing steady employment and career advancement, little is known—both at the state and local level—about the types of programs and approaches that counties are using. The primary objective of the survey is to provide information about the job-retention and -advancement services being provided throughout California, as a way for welfare and workforce agencies to learn more about what other counties are doing. The survey asked welfare and workforce agencies to indicate: (1) whether they provide specific services for CalWORKs participants such as pre-employment workshops focused on retention and advancement, postemployment case management, education and training, financial incentives for job retention, mentoring, and peer support, (2) the level of take-up/participation in these programs, (3) program availability for populations not served by the CalWORKs program, and (4) their perception of the programs' effectiveness. A chart summarizing the availability of post-placement services by welfare and workforce agencies in all 58 counties is provided in Appendix E.

The survey data show that California welfare and workforce agencies provide a variety of pre- and postemployment services to help CalWORKs participants transition into work, maintain em-

¹⁸ In order to analyze the survey data by these county characteristics, we divided counties into categories based on region, unemployment rate, caseload size, and metropolitan/nonmetropolitan. These categories broken out by county are found in Appendix C.

ployment, and to a lesser degree, advance in a career. This section provides a detailed description of our findings. The first sub-section gives an overview of the programs and services being provided by the welfare and workforce agencies; the second sub-section outlines any differences that exist based on region, rural/urban status, and unemployment; the third sub-section provides information on the perceived effectiveness of these service strategies; and the fourth sub-section outlines the extent to which the welfare and workforce agencies interact with other agencies and organizations to design and deliver services. In addition, a variety of promising programs and service strategies uncovered in the survey are highlighted in text boxes throughout “Services to Increase Job Retention and Advancement.”

Overview of the Programs and Services Being Provided

Welfare agencies provide a variety of job-retention and career-advancement services to CalWORKs participants, although some types of services are provided more often than others. The survey data show the following patterns:

- ▶ Pre-employment services addressing job-retention and career-advancement issues are more widely available than postemployment services. These pre-employment services include assessment, career counseling, and workshops focused on issues that will help participants maintain steady employment.
- ▶ Pre-employment services have a higher take-up/participation rate than postemployment services, which may be the result of several factors. Clearly, clients have more time to participate before they are working. After they start working, participants may find it difficult to balance work and family responsibilities, and adding more activities to their schedule may seem impossible or overwhelming. Moreover, welfare agencies can mandate pre-employment services, because participants must meet a 32-hour activity requirement. Generally, if a participant is working full-time, participation in other activities is not required.
- ▶ Programs and services are more likely to be available to current CalWORKs participants than former CalWORKs participants, Food Stamp-only or Medi-Cal-only recipients, and low-income workers. In fact, the further away in time that individuals get from the CalWORKs program, the less likely it is that they will have job-retention and -advancement services available to them.

As Figure 8 illustrates, almost all of the agencies responding to the survey reported providing career counseling or workshops that address job-retention and -advancement issues before clients find a job. Furthermore, all agencies reported the availability of education and training programs for CalWORKs participants. Although education and training may improve job-retention and -advancement outcomes whether they are provided before or after employment, according to the agencies their case managers are more likely to encourage education and training in a pre-employment context when participants are unable to find a job rather than as a postemployment, career-advancement strategy.

Figure 8

Reported Availability and Take-Up of Job-Retention and -Advancement Services Among CalWORKs Participants

	Percent of Welfare Agencies Reporting Service Availability	Take-Up/ Participation Rate as Reported by Welfare Agencies	Percent of Workforce Agencies Reporting Service Availability	Take-Up/ Participation Rate as Reported by Workforce Agencies
Pre-employment <i>Services include workshops to help clients maintain steady employment and advance on the job, and career planning/counseling</i>	98.1	74.0	92.6	72.6
Pre-employment and/or Postemployment <i>Education and training</i>	100.0	23.5	100.0	48.5
Postemployment <i>Case management</i>	87.0	67.7	92.6	78.5
<i>Mentoring</i>	48.1	12.1	51.9	18.2
<i>Peer support</i>	37.0	15.5	37.0	26.0
<i>Incentives^a</i>	22.2	38.8	14.8	60.7

^a Incentives to CalWORKs participants include cash or in-kind bonuses to promote either job retention or participation in service components.

Fewer welfare than workforce agencies reported the availability of postemployment case management services (87.0% vs. 92.6%). Administrators reported that post-placement mentoring services were more likely to be available to working clients through the welfare system, while incentives such as cash or in-kind bonuses to promote job retention or advancement were more likely to be available through the welfare system. Both agencies reported offering a similar level of peer support services for working clients (37% each).

Not only are pre-employment services more likely to be available, the take-up rates are higher than for postemployment services. As shown in Figure 8, welfare and workforce agencies reported an average take-up in pre-employment services of over 70%, compared with an average take-up rate of between 12% and 26% in postemployment mentoring and peer-support programs.¹⁹ Postemployment case management seems to be an exception. According to the welfare agencies, 68% of the clients, on average, have regular contact with their postemployment case manager. “Regular contact,” however, was not specifically defined in the survey and thus could be defined by the respondent as anything from a contact every three months to a contact every week. In addition, the intensity of the contact may vary from simply calling the participant to ensuring that the participant is fully engaged in services.

¹⁹ In order to save time, the survey asked respondents to provide estimates of the take-up rates rather than calculating the number using administrative data. Respondents were asked specifically about take-up among CalWORKs participants, so workforce agencies were to exclude other populations that they serve.

In general, the workforce agencies reported higher take-up rates among CalWORKs participants than did the welfare agencies. This difference may be attributed to the fact that the workforce agencies tend to work with a more narrow set of CalWORKs participants. Often these clients have successfully completed an orientation and assessment process, and are probably more likely to participate in program components.

Although some form of job-retention and -advancement services is almost universally available to current CalWORKs participants, these services are less widely available to non-CalWORKs populations. As shown in Figure 9, welfare agencies reported that current CalWORKs participants are more likely to be eligible for job-retention and -advancement services than are former CalWORKs participants, Food Stamp-only or Medi-Cal-only recipients, and other low-income families. Still, many welfare agencies reported offering some type of postplacement services to former and noncash aid clients. For example, 89% of the welfare agencies reported offering postemployment case management to former CalWORKs participants, 61% to Food Stamp-only and Medi-Cal-only cases, and 71% to other low-income families. Incentives, mentoring, and peer-support programs, however, are less likely to be open to those outside of the CalWORKs program. Only half of the welfare agencies that provide mentoring and peer-support services, for example, reported that these programs are available to low-income workers not associated with CalWORKs.

Workforce agencies were more likely than welfare agencies to report the availability of services for families not directly tied to CalWORKs, possibly because of their historical focus on a broader range of low-income families and recently dislocated or unemployed workers. Around 90% of the workforce agencies reported that Food Stamp-only or Medi-Cal-only participants and other low-income families are eligible for pre-employment and case-management services, compared with around 60% to 70% of the welfare agencies. Still, postemployment services such as mentoring and peer support are generally less widely available for non-CalWORKs populations than for current CalWORKs participants.

Figure 9 Availability of Services for Different Groups						
	Pre-employment Services ^a	Case Management ^a	Education and Training ^a	Incentives ^a	Mentoring ^a	Peer Support ^a
Percent of welfare agencies indicating that the following groups are eligible for service:						
Current CalWORKs participants	100.0	100.0	100.0	94.7 ^b	97.1 ^b	93.3 ^b
Former CalWORKs participants	72.2	88.5	66.0	52.6	73.5	83.3
Food Stamp/Medicaid-only participants	66.0	60.8	47.2	10.5	35.3	33.3
Other low-income families	66.7	71.2	60.4	15.8	47.1	50.0
Percent of workforce agencies indicating that the following groups are eligible for service:						
Current CalWORKs participants	92.6	96.3	81.5	100.0	94.4	83.3
Former CalWORKs participants	85.2	92.6	70.4	75.0	61.1	91.7
Food Stamp/Medicaid-only participants	88.9	92.6	70.4	37.5	38.9	50.0
Other low-income families	88.9	88.9	66.7	50.0	38.9	75.0
^a Percentages are calculated among those welfare/workforce agencies that offer the specified program or service.						
^b A few welfare agencies report providing this service to CalWORKs participants only after they leave cash assistance.						

In a policy environment predicated on work requirements and time limits on federal cash aid to families, it is not surprising that welfare and workforce agencies focus more heavily on helping current CalWORKs participants find and maintain steady employment. As more and more CalWORKs participants move into low-wage jobs, however, welfare and workforce agencies may be more likely to provide retention and advancement services to a broader working-poor population.

The remainder of the section describes the job-retention and -advancement services provided by the welfare and workforce agencies in more detail.

Pre-employment Services

Welfare and workforce agencies offer a variety of pre-employment services to help clients find jobs that best match their skills and abilities, prepare for their new work responsibilities, and plan for future career advancement. As Figure 10 illustrates, a large majority of the welfare agencies reported having workshops that address ways to maintain steady employment, provide career planning/counseling services, and to a lesser extent, explore ways to advance in a career.

Figure 10 Pre-Employment Services Available to Clients		
	Percent of Welfare Agencies	Percent of Workforce Agen- cies
Workshop Topics		
Maintaining Steady Employment	96.2	88.9
Career Advancement	81.1	74.1
Career Planning/Counseling	92.5	92.6
Direct Job Placement		
	79.2	85.2
Job Matching		
Agency Has Target Wage	20.4	74.1
Uses "Step-Down" Model ^a	7.4	14.8
Special Services for the Hard-to-Employ	92.6	81.5

^aA "Step-Down" model is a job-search model in which participants first look for higher-wage jobs (or jobs with benefits) and take lower-wage jobs only if they are unable to obtain a higher-wage job.

In some cases, job matching, wherein clients are referred only to jobs that both match their skills and interests and have better wages and advancement potential, may promote job retention and advancement in the long run. Although around 80% of the welfare agencies reported providing direct job placement for some or all of their clients, they are less likely to include job matching as a retention and advancement strategy. In addition, respondents were asked which of the following statements best describes their agency's approach to job placement: (1) "It is most important for CalWORKs participants to find a job—any job—as quickly as possible," or (2) "It is most important for CalWORKs participants to find the best job available to them, even if it takes longer." Seventy-three percent of the welfare agencies and 54% of the workforce agencies indicated that the first statement more closely resembled their agency's approach.

Only 20% of the welfare agencies reported having an official target wage and/or benefit level for jobs that CalWORKs participants take. Similarly, only a small minority of the welfare agencies reported having a step-down approach to job placement. Such an approach divides the job search process into a number of stages. In the first stage, clients target jobs with high wages and benefit levels. In the second stage, clients target jobs with slightly lower wages and benefit levels, and so on. They will continue to decrease the target wage and benefit level until they find a job. In contrast, workforce agencies were more likely to report having target wages and using a step-down model. This difference may reflect the fact that client wage levels have traditionally been a performance standard for workforce agencies.

Although not all pre-employment services are targeted specifically to promote retention and advancement, participants often receive services that will eventually help them keep their jobs and move up in a career. For example, almost all welfare agencies reported providing some sort of "life skills" or "soft skills" workshops to their participants, such as work-appropriate dress, punctuality, and handling job interviews. These workshops often help the participants better understand the world of work and address some of the barriers that have kept them from maintaining steady employment in the past. Some of the barriers are easier to address in a pre-employment

program—such as finding reliable child care and transportation options—while others may require more intensive, ongoing services. Addressing more difficult barriers in a pre-employment context might include making a referral for ongoing mental-health treatment or resolving legal issues that could prevent a participant from getting and keeping a job.

Models for Promoting Job Retention and Advancement Prior to Employment

Pre-employment services that focus on removing barriers, finding an appropriate job match, and helping clients create long-term career goals and strategies may promote job retention and advancement in the future. The survey uncovered some promising pre-employment strategies:

- In **San Mateo County**, a career counselor from a local community college comes to the PeninsulaWorks One-Stop every Tuesday and Thursday to meet with clients. The counselor provides career assessment—including interest, personality, and skills inventories—to help clients focus their job search and make appropriate long-term career decisions. Staff at PeninsulaWorks hope that these career assessments will help clients find an appropriate career path and take the necessary initial steps to get into a new field of work. Once clients become employed, community workers from the One-Stop periodically follow up with clients to see how they are doing at their current job. The workers also talk to clients about their long-term career goals and what they need to do to get a promotion or a raise, such as furthering their education. **For more information, contact Emma Gonzales, (650) 363-4552.**
- **Sacramento County** has Vocational Assessment Counselors (VACs) who offer a full vocational assessment for referred clients that includes practicing interviewing skills, compiling an inventory of interests and abilities, screening for learning disabilities, and providing career counseling. For those CalWORKs applicants who are self-employed, VACs help them determine whether their business is viable, and if so, business-development training and micro-enterprise orientations are offered through a number of community-based resources. **For more information, contact Judy Pisel, Welfare to Work Program Specialist, (916) 875-3535.**
- **Fresno County's Jobs 2000** program helps clients remove barriers that keep them from finding and keeping jobs. Program staff have partnered with the DA's office, the family support division, probation, and the sheriff's department to handle court issues before they go to work. The program also partners with 40 local employers who have agreed to hire Jobs 2000 graduates.

Postemployment Case Management and Employment Counseling

Eighty-seven percent of the welfare agencies reported that case-management/employment-counseling services are currently available to participants after they find employment, and an additional 6% reported that these services would be available in the future. Over 90% of the workforce agencies reported that postemployment case management is currently available, and all of the remaining workforce agencies reported that these services would be available in the future.

As Figure 11 illustrates, case managers provide a wide range of postemployment services. Case managers in almost all of the welfare agencies provide supportive services to clients after they find a job, personal and family supports for problems such as substance abuse and mental health, and income supports such as information on the Earned Income Tax Credit (EITC). A large majority of the welfare agencies reported that case managers initiate followup contact with clients after they become employed, help them deal with the transition into a working environment, and help them find another job if they become unemployed. Less than half of the welfare agencies, however, reported that case managers follow up with the employer about client progress or mediate problems between clients and their supervisors or fellow employees. Welfare agencies may be reluctant to provide these services for fear of revealing their clients' connection with the welfare office and violating client confidentiality. Workforce agencies are more likely to provide these services, possibly because the "welfare" stigma is less of a problem for workforce agencies and they have historically been more closely connected to employers.

	Percent of Welfare Agencies	Percent of Workforce Agencies
Initiate followup contact with clients	88.9	92.6
Counsel clients on how to deal with their responsibilities at work	87.0	92.6
Help clients access supportive services	96.3	96.3
Help clients access transitional services	94.4	96.3
Provide information about the Earned Income Tax Credit (EITC)	94.4	74.1
Make referrals for personal or family challenges	96.3	88.9
Follow up with employers about client progress	44.4	81.5
Mediate problems at work	38.9	81.5
Help clients find a new job if they become unemployed	90.7	92.6
Special service for the hard-to-employ	83.0	96.0

Sixty percent of the welfare agencies reported that case managers are most likely to have contact with clients both over the phone and in person, 35% reported that case managers are more likely to use the telephone, and 6% reported that they are more likely to meet with clients in person. According to the welfare agencies, case managers contact clients on a relatively frequent basis. Close to 10% reported that clients are contacted six to eight times within the first three months, 39% reported that clients are contacted three to five times, and 37% reported that clients are contacted less than three times. Workforce agencies reported slightly more frequent contact: eleven percent reported that their CalWORKs participants are contacted more than eight times in the first three months after employment, 22% reported that clients are contacted between six to eight times, and 48% reported that clients are contacted between three to five times.

**Addressing Barriers to Job Retention and Advancement:
Examples of Team-Based Case-Management Strategies**

Just as pre-employment services are designed to address barriers to finding a job, postemployment case management is designed to address a variety of barriers that prevent participants from keeping their job. Many welfare and workforce agencies report having a team-based case-management approach in which a variety of specialists work together to address client issues. The survey uncovered the following examples:

- **Napa County** has created multidisciplinary case-management teams that include substance-abuse and mental-health specialists. These teams have regular case conferences about how to address issues that clients and their families face.
- **Sonoma County's** case-management teams include an employment counselor and an eligibility specialist, and may include counselors from outside service providers and community-based organizations that provide substance-abuse treatment, mental-health counseling, and other services for the family.

In addition to individualized case-management services, welfare agencies also reported that group activities are available for clients after they are employed, which cover topics such as understanding roles and responsibilities at work (89%) and career assessment/advancement plans (79%).

Welfare agencies reported high participation rates in postemployment case-management services. According to the welfare agencies, case managers contact an average of 92% of their employed participants at least once and an average of 68% on a "regular" basis. It is hard to tell from the survey, however, how intensively case managers work with participants during these contacts. Some may call just to check up, while others may work more intensively to address participants' needs. Employed CalWORKs participants, however, are less likely to participate in postemployment workshops: an average of 21% according to the welfare agencies, and an average of 37% according to workforce agencies.

Education and Training

Despite their work-first focus, 79% of the welfare agencies (and 77% of the workforce agencies) reported that they “often” or “always” encourage clients to enroll in education or training programs. As Figure 12 indicates, however, welfare agencies and workforce agencies reported that they are more likely to encourage education and training when participants are unable to find a job rather than as an advancement opportunity for clients once they have maintained steady employment. Although education and training delivered prior to employment can promote job retention and advancement, welfare agencies are more likely to use education and training as a way for very low-skilled participants to find a job, rather than a way to help employed participants move up or find better jobs.

Figure 12 When Case Managers Are Most Likely to Encourage Education and Training		
	Percent of Welfare Agencies	Percent of Workforce Agencies
After a participant has maintained employment for a period of time	23.8	34.5
When a participant does not have adequate skills to find a job	81.6	76.9
When clients express interest in a career that requires further training	69.3	42.3

Although welfare and workforce agencies are less likely to use education and training as an advancement tool, they reported that a wide variety of education and training programs are available to CalWORKs participants and other low-income people. Figure 13 gives an overview of the range of programs available.

Almost all of the welfare agencies reported that ESL and ABE classes, vocational classes, on-the-job training, and classes leading to an associate degree are available to CalWORKs participants. Fewer welfare agencies reported the availability of customized training (63%), apprenticeship programs (50%), and classes leading to a bachelor’s degree (59%). Workforce-agency responses are similar, but they were less likely to report the availability of classes leading to an associate or bachelor’s degree.

Figure 13 Availability of Education and Training Services		
	Percent of Welfare Agencies	Percent of Workforce Agencies
English as a Second Language (ESL)	98.1	96.3
Adult Basic Education (ABE)	100.0	100.0
Customized Training	63.0	70.4
On-the-Job Training	92.6	96.3
Vocational Training/Noncertificate	94.4	81.5
Vocational Training/Certificate	96.3	88.9
Apprenticeship Program	50.0	40.7
Classes Leading to an Associate Degree	98.1	59.3
Classes Leading to a Bachelor's Degree	59.3	22.2

**Promoting Education and Training Among Employed CalWORKs Recipients:
Riverside County's Phase 2 Services**

Riverside County Department of Public Social Services (DPSS) provides “Phase 2” services for employed CalWORKs participants approximately 30 days after they find a job. Phase 2 case managers help clients explore their long-term career goals and encourage participation in education and training programs as appropriate. Supportive services such as child care and transportation are provided to those participating in education and training.

Riverside’s Phase 2 services have helped the county increase the proportion of employed CalWORKs participants who are enrolled in education and training from under 10% to over 40%. The success of the program is due in part to the different focus that the Phase 2 case managers take with clients. Because Phase 2 clients are already working, case managers let clients know that they are not there to force clients to participate in activities in addition to work. Instead, they emphasize that they are available for anything clients may need in order to maintain employment such as supportive services, emotional support, or even intervention with an employer if necessary. After building a level of trust, case managers will work with clients to develop long-term career goals and outline the steps they need to take in order to meet those goals—for example, obtaining a GED or taking classes toward a training certificate. In addition, case managers are given the flexibility to accommodate the working schedules of their clients by working shifts outside of the normal working day. If necessary, case managers will meet with clients at their worksite during lunch, or at home during the evening. Because of the greater intensity of the case-management services, Phase 2 case managers have smaller caseloads. Target caseloads are around 75 cases for Phase 2 compared with around 150 for Phase 1, the pre-employment stage. **For more information, contact Nancy Presser, Phase 2 Program Manager, (909) 955-5985.**

Despite the wide availability of programs, only one in four CalWORKs participants is enrolled in education and training before or after employment, according to the survey. Welfare and workforce agencies gave a variety of reasons for why participants do not participate in education and training (Figure 14). The top two reasons reported by both the welfare and workforce agencies were (1) a lack of client interest and (2) difficulty balancing work requirements and training programs. Eighty-five percent of the welfare agencies and 63% of the workforce agencies reported a lack of client interest in training. Over half of the welfare agencies and 70% of the workforce agencies reported that clients find it hard to meet the work requirement while participating in training.

Despite the lack of participation in education and training, all welfare agencies reported the availability of child care and transportation for those enrolled in a training program. Ninety percent of the welfare agencies reported the availability of vouchers for class supplies; however, fewer welfare agencies reported the availability of a monetary incentive or stipend for participating in training (30%). Almost all of the workforce agencies reported the availability of child care (96%) and transportation (93%), but somewhat fewer workforce agencies reported the availability of vouchers (59%) and stipends (15%).

	Percent of Welfare Agencies	Percent of Workforce Agencies
Not interested in participating	85.2	63.0
Hard to meet work requirement while participating in education and training	53.7	70.4
Found a job with advancement opportunities not requiring further education	40.7	22.2
Not eligible for education and training under CalWORKs rules	29.6	37.0
Hard to find child care while participating in education and training	27.8	48.1
Not willing to forfeit earnings in order to participate in training	27.8	51.9
Limited opportunities for education and training in county/service delivery area	25.9	11.1

**Supporting CalWORKs Students:
Santa Cruz County and Cabrillo College**

Santa Cruz County worked closely with the local community college (Cabrillo College) to develop Fast Track to Work, a program that supports CalWORKs students who are pursuing a community-college education. Though Fast Track was conceived as a response to welfare reform, and was originally developed to support students receiving CalWORKs, it is now available to all low-income students at Cabrillo College. The program provides assistance with financial aid forms, setting up work-study and child care, access to counseling, academic tutoring, and a variety of other support services at an office located on the college campus. Two caseworkers from the welfare agencies are outstationed in the Fast Track office as well.

Most Fast Track participants are full-time students enrolled in mainstream Cabrillo College courses that lead to a vocational certificate or degree. The program focuses on enrolling its students in short-term and intensive instruction in occupational fields that are in demand in Santa Cruz County and can be completed within a year. Though Fast Track students primarily take the mainstream Cabrillo College courses, Fast Track does offer a few extra courses, primarily centered on career, computer, and life skills. Fast Track offers its students weekly, hour-long workshops. CalWORKs students who attend are paid for their time out of the work-study budget. Fast Track also offers one Career Institute in the winter and one in the summer that all Fast Track students attend.

Incentives

Only 22% of the welfare agencies and 15% of the workforce agencies report that incentives to encourage job retention and advancement are available to CalWORKs participants. The incentives are primarily given to CalWORKs participants when they find a job or maintain employment for a period of time (usually around one to three months); however, some provide incentives for getting off aid or completing welfare-to-work activities. Incentives are generally cash, gift certificates, or vouchers for needed items such as clothes or a haircut. Some welfare and workforce agencies provide smaller gifts, including phone cards, pizza dinners, and movies. Appendix D shows the counties where incentives are available to CalWORKs participants.

Rewarding Clients for Participation: Examples of Incentive Programs in California

Welfare and workforce agencies use a variety of incentive strategies to encourage job retention and advancement. Incentives can be structured in small increments to encourage specific behaviors, such as attending a career workshop, or they can be structured to encourage clients to reach a larger goal such as maintaining employment for a designated period of time.

- The ARBOR Career Center in **Monterey County** provides incentives to clients as a way to recognize progress in job search and job retention. The program structure resembles airline “frequent flyer” programs, with clients earning points for specific accomplishments. These accomplishments include keeping a job for 30, 60, or 90 days, creating a career-advancement plan, writing a resume or master job application, meeting with a job coach on time, taking and completing training courses, and utilizing ARBOR’s resource room and workshops. The points can be redeemed for a variety of items, including phone cards, movie tickets, haircuts, and gift certificates for local grocery stores of up to \$250. The ARBOR Career Center also provides participants with a variety of important services such as workshops and intensive career counseling. **For more information, contact Halle Pryor (831) 751-6002.**
- **Tulare County** is in the process of implementing an incentives program that will provide \$500 for clients who maintain steady, unsubsidized employment for 30 days, 90 days, and 180 days. Traditionally, Tulare County contracts with local organizations to provide job-coaching services and then compensates these organizations when clients gain and maintain employment. Under the new plan, Tulare County would offer to pay clients directly if they can find and maintain employment on their own. **For more information, contact Stan Stine (559) 737-4660 ext. 2103.**

Mentoring and Peer Support

Mentoring and peer-support programs are not universally provided, but are common service strategies for many welfare and workforce agencies. Close to half of the welfare and workforce agencies indicated that a mentoring program is available to CalWORKs participants, and nearly 40% of the welfare and workforce agencies indicated that peer-support programs are available.

As shown in Figure 15, welfare agencies were most likely to report that mentoring and peer-support programs address issues related to maintaining employment, such as juggling work and personal responsibilities, acclimating to a new job, and handling on-the-job conflicts. Peer-support programs are slightly more likely to address family and personal issues such as self-esteem, substance abuse, and mental-health problems. Some peer-support programs are structured specifically for participants who are dealing with these issues in their lives. Both mentoring and peer-support programs are somewhat less focused on issues related to skills-building, career advancement, and education and training (between around 60% and 70%). Welfare agencies with mentoring programs reported that mentors are usually either peers or professionals who work in an area that is of interest to the client. Mentors are often supervisors or fellow employees. Appendix D shows the counties that have mentoring and peer-support programs for CalWORKs participants, respectively.

Figure 15
Issues That Mentoring and Peer-Support Programs Seek to Address^a

	Percent of Welfare Agencies Reporting:	
	Addressing Issue in a Mentoring Program	Addressing Issue in a Peer-Support Program
Juggling work and personal schedules	91.4	86.7
Acclimating to a new job	80.0	76.7
Learning new skills on the job	65.7	56.7
Handling disagreements with an employer or fellow employees	82.9	80.0
Career advancement	68.6	56.7
Getting further education and training	65.7	60.0
Personal financial management and budgeting	80.0	80.0
Self-esteem issues	85.7	93.3
Accessing child care and other services	65.7	63.3
Accessing personal services such as mental-health counseling	65.7	80.0
Solving personal and family problems	82.9	93.3

^a Among counties with mentoring and/or peer-support programs.

**Supporting Clients in Transition:
Examples of Mentoring and Peer-Support Programs**

Mentoring and peer-support programs can provide practical as well as emotional support to clients who just started a job or an education and training program. Some examples from the survey include:

- **Sacramento City College** recently implemented the Student Ambassador program for CalWORKs participants enrolled in the school. The main responsibilities of the ambassadors, who are also CalWORKs participants, are to be well informed about community and on-campus resources and refer students to these services as needed. Although CalWORKs students are informed about the program when they enroll, ambassadors are expected to initiate relationships with students and faculty members to further advertise the services. The ambassadors receive work-study wages for their work.
- **Family to Family** is a faith-based mentoring program in **Kern County**. They have dozens of community-based mentors who help clients with practical needs such as food, clothing, transportation, and child care. Mentors also help clients reach their career goals and develop life-management skills, including budgeting and nutritional cooking. Participation in Family to Family counts toward a client's 32-hour-per-week work requirement.

Supportive Services

Obtaining supportive services is an integral part of being able to maintain steady employment, whether it is logistical support like reliable child care and transportation, or services such as substance-abuse or mental-health counseling. Welfare and workforce agencies provide a wide array of supportive services to current CalWORKs participants; however, fewer services are available to former CalWORKs participants and other low-income families with no attachment to the welfare program. Services for non-CalWORKs families become increasingly important as more and more participants leave public assistance for employment.

As Figure 19 illustrates, almost all of the welfare agencies reported the availability of regular child care, transportation, and substance-abuse/mental-health counseling for current CalWORKs participants. Most of the welfare agencies reported that emergency aid, housing assistance, and child care for nonstandard hours are available. Only about half of the welfare agencies reported the availability of child care specifically devoted to child care for sick children. Workforce agencies reported similar availability of services to this population, but were less likely to report the availability of nonstandard child care (including care for sick children).²⁰

	Current CalWORKs Participants		Former CalWORKs Participants		Other Low-Income Families	
	Percent of Welfare Agencies	Percent of Workforce Agencies	Percent of Welfare Agencies	Percent of Workforce Agencies	Percent of Welfare Agencies	Percent of Workforce Agencies
Regular Child Care	98.1	100.0	90.7	77.8	66.7	70.4
Sick-Child Care	46.3	37.0	46.3	25.9	22.2	18.5
Child Care for Nonstandard Hours	75.9	59.3	74.1	48.1	46.3	29.6
Public Transportation	92.6	96.3	66.7	77.8	31.5	70.4
Private Transportation	94.4	74.1	64.8	63.0	24.1	44.4
Emergency Aid	83.3	81.5	50.0	40.7	24.1	29.6
Housing Assistance	77.8	92.6	57.4	70.4	53.7	70.4
Drug/Alcohol Counseling	98.1	100.0	77.4	81.5	56.6	81.5
Mental-Health Services	98.1	96.3	79.6	66.7	59.3	70.4

Welfare agencies were much less likely to report the availability of support services for former CalWORKs participants and other low-income families without prior attachment to the CalWORKs program. Welfare agencies reported relatively high levels of support for services such as regular child care, transportation, emergency aid, and substance-abuse/mental-health services (between 46% and 91% of the welfare agencies) for former CalWORKs participants. For other low-income families, however, the percent of welfare agencies reporting that they provide supportive services falls considerably—especially for sick-child care and transportation. Workforce agencies were slightly less likely to report the availability of child care for these latter two

²⁰ Child-care services for sick children include both center-based emergency care and emergency care provided by relatives or friends.

groups—particularly child care at nonstandard hours and child care for sick children—but were more likely to report that transportation assistance is available.

**Taking Care of the Necessities:
Examples of Programs Providing Supportive Services to Clients**

Providing supportive services such as child care and transportation is a crucial component of any job-retention and advancement strategy. Counties are providing these services in a variety of different ways. Examples include:

- In **Monterey County**, for every hour WtW customers engage in a job-readiness, training, or educational activity, \$3 will be placed in a special account. After a client has been employed in an unsubsidized job for six months, the money in the account can be used for additional supportive services—over and above routine child care and transportation assistance—such as obtaining or repairing a private vehicle, obtaining housing or medical assistance not covered by existing resources, or purchasing a computer or learning computer skills. Because the money is used to purchase supportive services, it does not affect the client’s grant calculation.
- **Orange County** has a toll-free number that clients can call to get referrals for their needs, including child care; getting a battery replaced or other car repair services; or getting dental services if the service is needed to get or keep a job.
- The **Many Motors** program in **Ventura County** provides low-interest loans toward the purchase of a car for employed CalWORKs participants who do not have access to private transportation. Interested participants with a clean driving record and no pending fraud cases can receive a low-interest loan from the Ventura County credit union. Monthly payments are no more than \$100 and include auto insurance for six months. Many Motors receives donated cars that they fix up and make available to the participants. Participants are eligible for Many Motors for up to a year after they leave cash assistance. **For more information, contact Ed Sajor, Program Administrator, (805) 652-7886.**
- In response to a limited supply of child care, many counties are examining ways in which they can expand the number of providers in their area. For example, **Glenn County** has an agency representative who sits on the local child-care council to advocate for the development of child-care options for their clients. **San Joaquin County** is pursuing child-care training programs to increase the service capacity for targeted groups, e.g., their Southeast Asian population.

Differences in Available Services by County Characteristics

It is possible to imagine that the job-retention and -advancement services provided by the welfare agencies will vary in part by region, county unemployment rate, county caseload size, and whether the county is in a metropolitan or nonmetropolitan area. For example, welfare agencies in counties that are largely rural with small caseloads may be less likely to provide job-retention and -advancement programs because there are fewer people to serve. In order to examine any differences that may exist, we analyzed the data based on these county characteristics. Our

analyses show that surprisingly few differences exist between welfare agencies based on these characteristics. Metropolitan welfare agencies and welfare agencies with low unemployment rates seem to provide somewhat more job-retention and -advancement services; however, the differences are relatively small. Although these differences are small, it is possible that welfare agencies in areas of low unemployment would have more employed CalWORKs participants, and thus a greater need for job-retention and -advancement services.

Perceived Effectiveness of the Programs and Potential Service Gaps

In general, welfare and workforce agencies have favorable opinions of their programs. Most agencies feel that their programs are either “somewhat effective” or “very effective.” Welfare and workforce agencies are slightly more positive about pre-employment services and case management than incentives, peer support, and mentoring—programs that are usually newer service strategies for many agencies.²¹

As Figure 17 illustrates, almost all of the welfare agencies reported that pre-employment services and case management are “somewhat effective” or “very effective,” while they were much more likely to report that they “don’t know” or are neutral about the effectiveness of incentives, mentoring, and peer-support programs. Welfare agencies were also very positive about their collaboration with employment and training service providers, community colleges, and employers, but were slightly less positive about their collaboration with employers. Sixteen percent of the welfare agencies said they are neutral about the effectiveness of their collaboration with employers or feel that it is “not effective.” Workforce agencies reported similar levels of program effectiveness. One difference, however, is that almost 73% of the workforce agencies feel that education and training is “very effective” compared with 43% of the welfare agencies. Moreover, workforce agencies are slightly more positive about their coordination with employers—not surprising given their history of working with the business community.

Welfare and workforce agencies were also asked to indicate whether any gaps exist in their service structure that prevent them from promoting job-retention and -advancement services among CalWORKs participants and other low-income families. Welfare agencies reported that most of the service gaps exist for former CalWORKs participants and low-income families not associated with the CalWORKs program. Close to 70% of the welfare agencies reported a lack of supportive services for low-income families not associated with CalWORKs as a service gap. Other important service gaps include a lack of on-the-job supports (56% of the welfare agencies reported this gap), a lack of services for the hard-to-employ (48%), and ineffective marketing strategies (44%). Fewer welfare agencies reported service gaps for the current CalWORKs population, including pre-employment case management (4%) and supportive services (15%).

²¹ Welfare and workforce agencies were asked in general whether they thought their programs are effective. No reference was made to specific outcomes in the survey.

Figure 17
Perceived Effectiveness of Programs and Service Strategies

	Percent of Welfare Agencies				Percent of Workforce Agencies			
	Not Effective	Somewhat Effective	Very Effective	Don't Know/Neutral	Not Effective	Somewhat Effective	Very Effective	Don't Know/Neutral
Pre-employment	0.0	28.8	65.4	5.8	0.0	46.2	53.8	0.0
Case management	1.9	30.8	67.3	0.0	0.0	14.8	85.2	0.0
Participation in education and training	0.0	54.7	43.4	1.9	0.0	23.1	73.1	3.8
Bonuses/incentives	4.8	42.9	19.0	33.3	0.0	14.3	28.6	57.1
Mentoring programs	7.1	32.1	10.7	50.0	12.5	31.3	25.0	31.3
Peer-support programs	4.3	21.7	26.1	47.8	0.0	35.7	28.6	35.7
Coordination with community colleges	9.4	49.1	41.5	0.0	0.0	44.4	44.4	11.1
Coordination w/other employment/training services providers	3.8	40.4	55.8	0.0	0.0	34.6	57.7	7.7
Coordination with employers	4.0	42.0	42.0	12.0	0.0	38.5	61.5	0.0

Welfare and workforce agencies were asked about any circumstances that would prevent their agency from addressing these gaps in service delivery and availability. As Figure 18 shows, over half of both the welfare and workforce agencies feel that the supply of supportive services—for example, fewer child-care providers in the area than are needed to meet the demand—prevents them from addressing the needs of their clients. In addition, over half of the welfare agencies reported problems with client take-up of services. Workforce agencies were less likely to report client take-up as a problem—perhaps because they are more likely to work with clients who have already been referred or are volunteering for a program. Slightly less than half of the welfare agencies and workforce agencies feel that staff capacity and funding prevents them from addressing service gaps. Lack of coordination with community colleges, service providers, and employers was reported less frequently as a barrier.

Figure 18
Barriers Preventing Welfare/Workforce Agencies from Addressing Service Gaps

	Percent of Welfare Agencies Reporting Gap	Percent of Workforce Agencies Reporting Gap
Supply of supportive services	51.9	63.0
funding	40.7	37.0
Staff capacity at your agency	42.6	44.4
Staff capacity at community colleges or other employment and training providers	16.7	3.7
Low client take-up rates	51.9	14.8
Difficulty coordinating with community colleges	14.8	7.4
Difficulty coordinating with employers	20.4	11.1
Economic conditions	35.2	25.9
Characteristics of entry-level jobs	42.6	51.9

Interaction with Other Agencies and Organizations

Welfare and workforce agencies reported working extensively with other agencies and organizations in planning and delivering services (Figure 19). A large majority of the welfare agencies reported working with the workforce agencies, community-based organizations, child-care providers, community colleges, school districts, local and regional transit authorities, and adult-education providers both in planning and delivering services. Welfare agencies also work extensively with the state Department of Rehabilitation, faith-based organizations, employers, and private-sector entities. Welfare agencies were less likely than workforce agencies to report working with proprietary schools and labor unions.

Figure 19
Coordination with Other Agencies and Organizations

	Coordination During Planning Stage		Coordination in Delivering Services	
	Percent of Welfare agencies	Percent of Workforce agencies	Percent of Welfare agencies	Percent of Workforce agencies
Welfare/workforce agencies	92.6	96.3	94.4	88.9
State Department of Rehabilitation	68.5	66.7	70.4	74.1
Community-based organizations	87.0	81.5	85.2	88.9
Faith-based organizations	57.4	40.7	46.3	51.9
Local/regional transit authority	83.3	74.1	66.7	63.0
Child-care providers/networks	88.9	77.8	94.4	88.9
Community colleges	85.2	85.2	90.7	92.6
School districts	74.1	70.4	77.8	81.5
Adult-education providers	83.3	77.8	90.7	92.6
Proprietary schools	18.5	44.4	22.2	63.0
Labor unions	37.0	51.9	27.8	48.1
Employers	68.5	81.5	64.8	77.8
Private-sector entities ^a	55.6	59.3	44.4	37.0

^aFor example, the local Chamber of Commerce.

Employer outreach can be an important component of a job-retention and career-advancement service strategy. For example, over 67% of the welfare agencies and 96% of the workforce agencies reported having a person from their staff specifically assigned to be a liaison to the business community.

Figure 20 illustrates some of what welfare and workforce agencies are doing to involve employers in job-retention and -advancement service strategies. A large majority of welfare agencies and almost all of the workforce agencies reported using strategies such as following up with employers on participants' progress at work and working with employers to develop on-the-job training programs. Many welfare and workforce agencies are also providing customized training for the employers' particular training needs. Only a few welfare and workforce agencies are working with employers to develop on-site support services such as child care.

Figure 20
Welfare/Workforce-Agency Outreach to Employers

	Percent of Welfare Agencies Providing Service	Percent of Workforce Agencies Providing Service
Follow-up with employers on client progress	63.0	88.9
Working with employers to develop on-site support services like child care	18.5	14.8
Working with employers to develop on-the-job training	68.5	92.6
Customized training	48.1	66.7

SUMMARY AND NEXT STEPS

The survey results presented in this report provide an informative basis on which to build our knowledge of job-retention and -advancement strategies, and the promising techniques and services California counties are currently providing. As we noted in the Executive Summary, the findings presented in this report provide only very initial and inconclusive information about how California welfare and workforce agencies are addressing the challenge of developing retention and advancement strategies. At this juncture, we cannot draw any solid conclusions about the effectiveness or quality of the services counties are now providing, and many questions remain unanswered.

Nonetheless, the findings described in this report represent an important and informative first step in understanding both the barriers to retention and advancement that California's welfare and workforce agencies are finding among clients who remain on the welfare caseload, and the services they are designing to address those barriers. We will use the findings from this survey as a point of departure in the second phase of this study, for which we have selected four counties to participate in more-in-depth case studies. Through these case studies, we hope to learn more specifically what retention and advancement strategies welfare and workforce agencies are pursuing and why; how they have tailored their programs to meet the needs of their county's welfare population; and how, if at all, services have evolved over time to meet the changing needs of those populations.

For the counties selected for participation in the case study, we will conduct a series of interviews and site visits with administrators and line staff from both the welfare and workforce agencies. We hope to discover why counties pursued certain strategies over others, how those services are integrated into their more traditional pre-employment services, and to what extent they rely on and collaborate with service providers outside the welfare or workforce system to deliver retention and advancement services. We will also conduct interviews with the partners with whom welfare and workforce agencies have contracts for service provision, such as community colleges, nonprofit service providers, and faith-based organizations. We will also include employers in our interviews, and possibly groups of participants currently making use of retention and advancement services.

As we stated earlier in the report, although this second phase of the study will give us more detailed information about how counties are designing and implementing retention and advancement services, an impact evaluation would be needed in order for us to learn to what degree these strategies are effective in increasing retention and advancement outcomes. Given current policy and economic contexts, the question of program effectiveness will become an increasingly important one, as California counties are faced with developing increasingly comprehensive programs that can help low-income families move from welfare to work and, ultimately, to self-sufficiency.

APPENDIX A.

Methodology and Survey Implementation

The Survey

During July and August 2000, MDRC staff developed a self-administered, paper-and-pencil survey to capture basic information about the job-retention and -advancement services being provided in California. A Welfare Policy Research Project subcommittee consisting of senior staff from the California Department of Social Services (CDSS) and the Employment Development Department (EDD) reviewed the survey along with senior MDRC staff. In addition, a pretest was conducted with the welfare office and workforce-development agency in Riverside County. Comments from the review and pretest were incorporated into the final survey instrument. The survey attempted to collect information on:

- ▶ the barriers that clients face in keeping a job and advancing in a career;
- ▶ the type and scale of job-retention and -advancement services that are being provided in the local area, including pre-employment services, education and training, postemployment case management, incentives, mentoring, peer support, and supportive services;
- ▶ the degree to which welfare and workforce agencies perceive each strategy to be effective;
- ▶ the extent to which welfare and workforce agencies collaborate with other agencies, service organizations, and employers in developing and implementing programs; and
- ▶ program strategies that respondents feel are new or innovative.

The survey was sent to all of the 58 county welfare agencies and 52 workforce investment boards in California. Prior to mailing the survey, we called each agency to identify the appropriate contact, and obtained her or his name, address, and telephone number. The respondents were generally CalWORKs program supervisors, managers, analysts, and, less often, the agency director or deputy director. Respondents collected information from a variety of agency staff, and in some welfare and workforce agencies the survey was completed as a group effort.

The surveys were mailed on September 13, 2000. The packets included a cover letter explaining the survey; a letter of support from the director of CDSS (in the packet sent to the welfare office); a letter of support from the director of EDD (in the packet sent to the workforce agencies); the survey; and a self-addressed, stamped envelope. Follow-up phone calls were made to nonrespondents during the week of October 2, and again during the week of October 17. As of December 8, 2000, a response rate of 83% was achieved for the entire sample—93% of the welfare agencies (54 of 58) and 71% of the workforce investment boards (37 of 52) responded.

In order to gather as much information as possible, we asked the respondents to provide information on all of the job-retention and -advancement services available to CalWORKs participants in the local area under their purview, not just the services provided directly by their agency or its

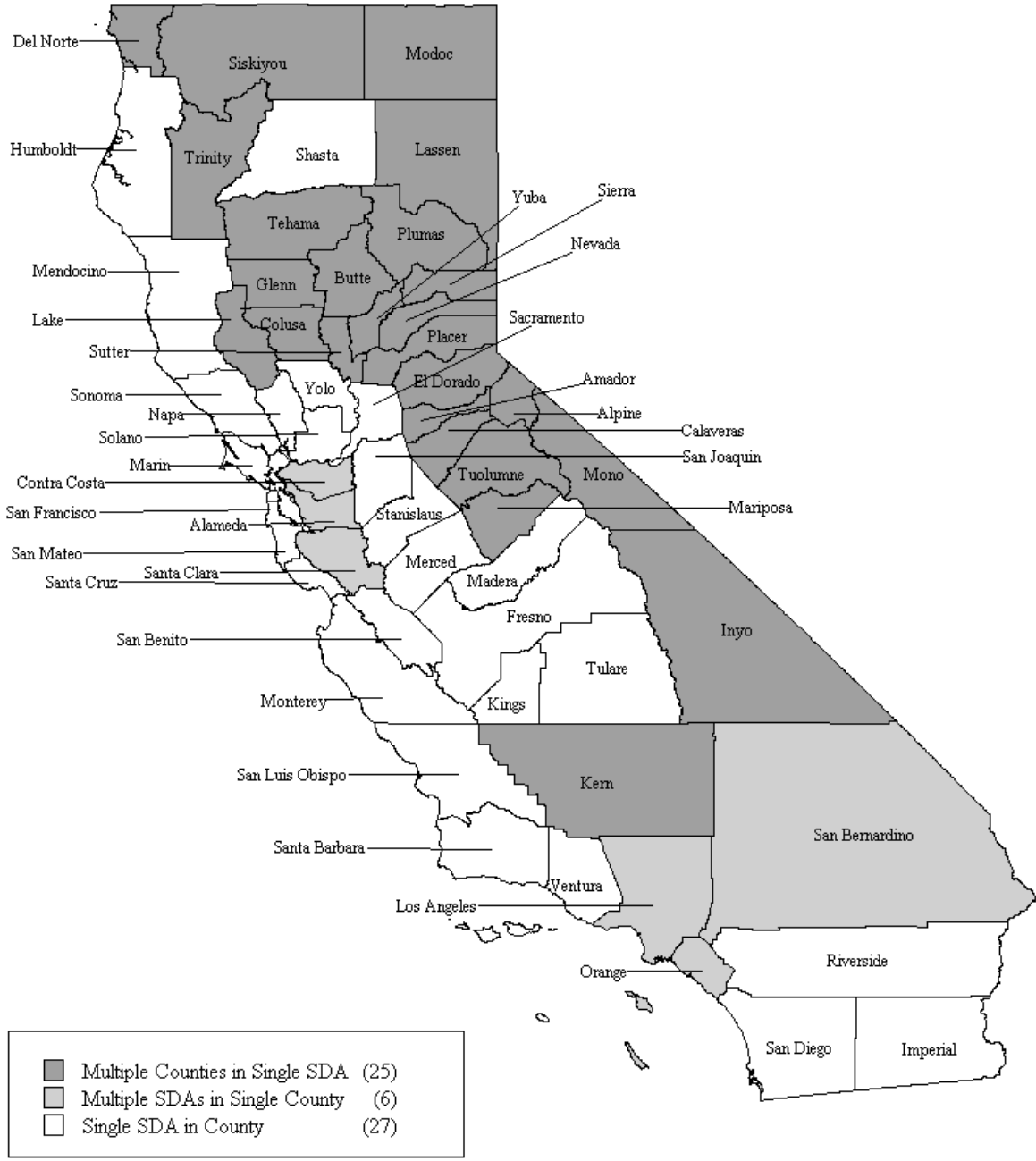
subcontractors. Most of the questions asked about what services are provided to current CalWORKs participants; however, a few questions asked about services provided to other groups, including former CalWORKs participants, Food Stamp-only or Medi-Cal-only participants, and other low-income families with no prior attachment to the CalWORKs program. Surveys sent to the welfare agencies refer to their “county,” while the surveys sent to the workforce agencies refer to their “service delivery area” (SDA); otherwise, the surveys were identical. In some areas of the state, the county and SDA boundaries are identical, but in many areas the SDA and county serve different areas (see Figure 21). Because of these differences, it is difficult to analyze the responses from the welfare agencies and workforce agencies together; therefore, we present the results separately in the report. As shown in the last two sections, the aggregate results from each of the two entities are quite similar.²²

Limitations of the Study

Although the survey uncovers many, if not most, of the job-retention and -advancement programs and services available in California, it has some limitations. First and most importantly, a self-administered survey is always susceptible to human error. Despite our best effort to write a survey that was as clear and consistent as possible, the respondents may have misread or misunderstood survey questions or used nonuniform definitions about what constitutes a particular service. For example, one respondent may consider a conversation with a client about getting to work on time to be a pre-employment job-retention activity, while another respondent may not. Furthermore, responding to surveys is a time-consuming process; as such, we asked respondents to provide estimates of the take-up rates for services rather than calculating the number on the basis of administrative data.

²² In areas where the county and SDA share the same boundaries, we compared the raw data and found that respondents from the welfare office and workforce agencies responded similarly to the survey. In a few of the counties where the welfare office and workforce agency are co-located, one survey was submitted for both agencies. These surveys are classified as welfare-office responses for the purposes of the analysis.

Figure 21
Overlap of Welfare and Workforce Agency Jurisdiction



Source: California Workforce Association.

APPENDIX B.
California County Caseload Size and Unemployment Rates, 1996 and 2000

Figure 22
Changes in Caseload Size and Unemployment, 1996-2000

	No. of Wel- fare Cases per 10,000 People	Caseload June 1996	Caseload June 2000	Percent Change	Unemploy- ment June 1996	Unemploy- ment June 2000	Change
Alameda	119	38,231	16,788	-56.10%	5.2	3.4	-1.8
Alpine	138	51	16	-68.60%	20.3	18	-2.3
Amador	75	439	255	-41.90%	6	4.5	-1.5
Butte	195	7,901	3,816	-51.70%	9.6	7.9	-1.7
Calaveras	103	991	412	-58.40%	8.4	7	-1.4
Colusa	71	396	133	-66.40%	13.7	13.2	-0.5
Contra Costa	73	18,099	6,797	-62.40%	4.9	3.1	-1.8
Del Norte	239	1,250	632	-49.40%	9.3	8.4	-0.9
El Dorado	41	2,304	660	-71.40%	6.2	4.2	-2
Fresno	228	36,320	17,362	-52.20%	12	15.1	3.1
Glenn	161	843	423	-49.80%	16	12.3	-3.7
Humboldt	171	4,264	2,073	-51.40%	7.1	6.4	-0.7
Imperial	261	6,856	3,799	-44.60%	27.2	25.1	-2.1
Inyo	210	424	171	-59.70%	7.7	5.7	-2
Kern	95	26,491	13,492	-49.10%	12.3	12.5	0.2
Kings	271	4,254	1,749	-58.90%	12.5	15.1	2.6
Lake	142	2,637	1,501	-43.10%	11.1	7.7	-3.4
Lassen	192	1,019	452	-55.60%	8.9	5.9	-3
Los Angeles	137	339,750	145,545	-57.20%	8.4	5.4	-3
Madera	156	4,468	2,243	-49.80%	13.3	12	-1.3
Marin	103	1,801	483	-73.20%	3.6	1.9	-1.7
Mariposa	20	420	161	-61.70%	6.6	6	-0.6
Mendocino	140	2,685	1,174	-56.30%	7.7	6.1	-1.6
Merced	211	10,849	4,368	-59.70%	15.4	14.5	-0.9
Modoc	218	415	194	-53.30%	10.4	6.8	-3.6
Mono	80	125	42	-66.40%	14.7	7.9	-6.8
Monterey	40	8,413	2,973	-64.70%	8	6.9	-1.1
Napa	28	1,663	336	-79.80%	5	2.9	-2.1
Nevada	46	1,310	420	-67.90%	6.8	4.1	-2.7
Orange	51	40,947	14,212	-65.30%	4.3	2.9	-1.4
Placer	84	3,173	977	-69.20%	5.5	3.4	-2.1
Plumas	41	504	171	-66.10%	8.5	6.5	-2
Riverside	104	39,904	15,859	-60.30%	8	5.9	-2.1
Sacramento	221	48,727	26,203	-46.20%	6.3	4.8	-1.5

(continues)

Figure 22
Changes in Caseload Size and Unemployment, 1996-2000

	No. of Wel- fare Cases per 10,000 people	Caseload June 1996	Caseload June 2000	Percent Change	Unemploy- ment June 1996	Unemploy- ment June 2000	Change
San Benito	154	1,053	447	-57.50%	12.4	8.4	-4
San Bernardino	87	65,702	28,384	-56.80%	7.9	5.6	-2.3
San Diego	170	68,869	22,765	-66.90%	5.4	3.5	-1.9
San Francisco	81	14,593	4,474	-69.30%	5.1	3.2	-1.9
San Joaquin	60	23,540	8,694	-63.10%	11.4	9.2	-2.2
San Luis Obispo	11	3,842	1,267	-67.00%	5.5	3.2	-2.3
San Mateo	68	6,581	799	-87.90%	3.5	1.8	-1.7
Santa Barbara	52	6,810	2,662	-60.90%	5.1	3.2	-1.9
Santa Clara	62	30,575	8,590	-71.90%	3.6	2.3	-1.3
Santa Cruz	174	3,921	1,532	-60.90%	6.4	4.2	-2.2
Shasta	40	6,647	3,280	-50.70%	9.3	6.6	-2.7
Sierra	53	70	33	-52.90%	7.1	6.6	-0.5
Siskiyou	199	1,862	758	-59.30%	11.3	8.1	-3.2
Solano	159	9,444	3,667	-61.20%	7.7	4.7	-3
Sonoma	177	6,905	1,763	-74.50%	4.5	3	-1.5
Stanislaus	145	16,510	6,933	-58.00%	14.8	11.4	-3.4
Sutter	233	2,104	1,103	-47.60%	14.9	13.9	-1
Tehama	99	2,130	954	-55.20%	10.5	7.8	-2.7
Trinity	95	472	188	-60.20%	11.2	11.1	-0.1
Tulare	105	18,163	8,346	-54.00%	14.9	15.1	0.2
Tuolumne	141	1,339	564	-57.90%	9.4	6.2	-3.2
Ventura	52	10,588	3,93	-63.20%	6.6	4.5	-2.1
Yolo	127	4,448	1,974	-55.60%	5.1	3.9	-1.2
Yuba	239	3,445	1,426	-58.60%	12.9	11.6	-1.3

Source: California Health and Human Services Agency, Employment Development Department (EDD).

APPENDIX C.
County Characteristics

Figure 23 California Counties by Region	
Region	Counties
Northern	Butte, Colusa, Del Norte, Glenn, Humboldt, Lake, Lassen, Mendocino, Modoc, Nevada, Plumas, Shasta, Sierra, Siskiyou, Sutter, Tehama, Trinity, Yuba
Central	Alpine, Amador, Calaveras, El Dorado, Fresno, Inyo, Kern, Kings, Madera, Mariposa, Merced, Mono, Placer, Sacramento, San Joaquin, San Luis Obispo, Stanislaus, Tulare, Tuolumne, Yolo
Southern	Imperial, Los Angeles, Orange, Riverside, San Bernardino, San Diego, Santa Barbara, Ventura
Coastal/Bay Area	Alameda, Contra Costa, Marin, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, Sonoma

Figure 24
Unemployment Rate in California Counties, June 2000



Source: June 2000 seasonally unadjusted unemployment, California Employment Development Department (DD).

Figure 26
 California Counties by Metropolitan Population Status, 1990



APPENDIX D.
**Incentive, Mentoring, and Peer-Support Programs for
Employed CalWORKs Participants, by County**

Figure 27
**Counties Reporting Incentive, Mentoring, and Peer-Support Programs
for Their Employed CalWORKs Participants**

	Counties with Incentive Program	Counties with Mentoring Program	Counties with Peer-Support Program
Alameda			
Alpine	X		p
Amador			
Butte	X	p	X
Calaveras			X
Colusa	p	p	
Contra Costa	p	p	X
Del Norte	nr	nr	nr
El Dorado	X	X	
Fresno	X	X	X
Glenn	X		p
Humboldt		p	
Imperial		X	X
Inyo		X	p
Kern		X	
Kings			
Lake		X	
Lassen	nr	nr	nr
Los Angeles		X	X
Madera		p	p
Marin	p	X	X
Mariposa		X	
Mendocino		X	X
Merced	X	p	p
Modoc			
Mono	nr	nr	nr
Monterey	X	X	X
Napa		p	X
Nevada	X		X
Orange	p	X	X
Placer	X	X	X
Plumas		X	
Riverside		p	
Sacramento		X	X

^pProgram in planning phase.
^{nr}County did not respond to survey.

(continues)

Figure 27
**Counties Reporting Incentive, Mentoring, and Peer-Support Programs
for Their Employed CalWORKs Participants**

	Counties with Incentive Program	Counties with Mentoring Program	Counties with Peer-Support Program
San Benito			
San Bernardino	p	X	
San Diego		X	
San Francisco		X	p
San Joaquin	p		p
San Luis Obispo		X	p
San Mateo			
Santa Barbara			
Santa Clara		X	X
Santa Cruz	p	X	X
Shasta		X	
Sierra			
Siskiyou		X	
Solano	p	p	X
Sonoma	X	X	X
Stanislaus			
Sutter	nr	nr	nr
Tehama	X	p	X
Trinity			
Tulare	p		
Tuolumne		p	p
Ventura		X	
Yolo	X	X	
Yuba			X

^pProgram in planning phase.
^{nr}County did not respond to survey.

APPENDIX E.

Summary of Pre- and Postemployment Services in California Counties

Pre-employment services				
	County reported having the following pre-employment services:			
	a) Workshops addressing ways to maintain steady employment	b) Workshops addressing ways to advance on the job	c) Career planning/counseling	d) Direct job placement
Percent of responding counties with service currently available	96.2	81.1	92.5	79.2
Alameda	nr	nr	nr	nr
Alpine	X	X	X	X
Amador	X	--	--	--
Butte	X	X	X	X
Calaveras	X	X	X	X
Colusa	X	X	X	X
Contra Costa	X	X	X	X
Del Norte	nr	nr	nr	nr
El Dorado	X	X	X	X
Fresno	X	--	X	X
Glenn	X	X	X	X
Humboldt	X	--	X	--
Imperial	X	--	X	X
Inyo	X	X	X	X
Kern	X	X	X	X
Kings	X	X	X	X
Lake	X	X	X	X
Lassen	nr	nr	nr	nr
Los Angeles	X	X	X	--
Madera	X	X	X	X
Marin	X	X	X	X
Mariposa	X	X	X	X
Mendocino	X	X	X	X
Merced	X	X	--	X
Modoc	X	--	X	--
Mono	nr	nr	nr	nr
Monterey	X	X	X	X
Napa	X	--	X	X
Nevada	X	X	X	X
Orange	X	X	X	X
Placer	X	X	X	X
Plumas	X	X	X	X
Riverside	X	X	X	X
Sacramento	X	--	X	X
San Benito	X	X	--	X
San Bernardino	X	X	X	X
San Diego	X	X	X	X
San Francisco	X	--	X	X
San Joaquin	X	X	X	X
San Luis Obispo	X	X	X	X
San Mateo	X	X	X	--
Santa Barbara	X	X	X	--
Santa Clara	X	X	X	X
Santa Cruz	--	--	X	X
Shasta	X	X	X	X
Sierra	X	X	X	--
Siskiyou	X	X	X	X
Solano	X	X	X	X
Sonoma	X	X	X	X
Stanislaus	X	X	X	X
Sutter	nr	nr	nr	nr
Tehama	X	X	X	X
Trinity	X	X	X	--
Tulare	X	X	X	--
Tuolumne	X	X	X	--
Ventura	--	--	--	X
Yolo	X	X	X	X
Yuba	X	X	X	--

KEY
 X : Program available
 -- : Program not available
 p : Program in planning phase
 nr : County did not respond to survey question

Appendix E (continued)

Employment counseling			
	County reported having postemployment case management/ employment counseling for CalWORKs clients	County reports having the following postemployment services available to clients in individual or group work sessions:	
		a) Help dealing with and understanding their roles and responsibilities at work	b) Career assessment/ Career-advancement plans
Percent of responding counties with service currently available	87.0	88.7	79.2
Alameda	X	nr	nr
Alpine	p	--	X
Amador	X	X	--
Butte	X	X	X
Calaveras	X	X	X
Colusa	X	X	--
Contra Costa	X	X	X
Del Norte	nr	nr	nr
El Dorado	X	X	X
Fresno	X	--	--
Glenn	X	X	--
Humboldt	X	X	--
Imperial	p	X	X
Inyo	X	--	X
Kern	X	X	X
Kings	X	X	X
Lake	X	X	X
Lassen	nr	nr	nr
Los Angeles	X	X	X
Madera	X	X	X
Marin	X	X	X
Mariposa	X	X	X
Mendocino	X	--	--
Merced	p	--	--
Modoc	p	X	X
Mono	nr	nr	nr
Monterey	X	X	X
Napa	X	X	X
Nevada	X	X	X
Orange	X	X	X
Placer	X	X	X
Plumas	X	X	X
Riverside	X	X	X
Sacramento	X	X	X
San Benito	X	X	X
San Bernardino	X	X	X
San Diego	X	X	X
San Francisco	X	X	X
San Joaquin	X	X	X
San Luis Obispo	X	X	X
San Mateo	X	X	X
Santa Barbara	X	X	X
Santa Clara	X	X	X
Santa Cruz	X	X	--
Shasta	X	X	--
Sierra	X	X	X
Siskiyou	X	X	X
Solano	X	X	X
Sonoma	X	X	X
Stanislaus	--	nr	nr
Sutter	nr	nr	nr
Tehama	X	X	X
Trinity	X	X	X
Tulare	p	--	--
Tuolumne	p	X	X
Ventura	X	X	--
Yolo	X	X	X
Yuba	X	X	X

KEY
X : Program available
-- : Program not available
p : Program in planning phase
nr : County did not respond to survey question

Appendix E (continued)

	Education and training									County reported that the following support services are available to CalWORKs participants who participate in education and training:			
	County reported that the following education and training programs are currently available:												
	a) English as a second language	b) Adult basic education	c) Customized training	d) On-the-job training/ other employer training	e) Vocational training/ noncertificate program	f) Vocational training/ certificate program	g) Apprenticeship program	h) Classes leading to an associate degree	i) Classes leading to a four-year degree	a) Child care	b) Transportation	c) Money incentive or voucher	d) Vouchers for class supplies
Percent of responding counties with service currently available	98.1	100.0	63.0	92.6	94.4	96.3	50.0	98.1	59.3	100.0	100.0	29.6	90.7
Alameda	X	X	X	X	X	X	nr	X	X	X	X	-	-
Alpine	X	X	X	X	X	X	-	X	X	X	X	X	-
Amador	X	X	-	X	X	X	-	X	p	X	X	-	X
Butte	X	X	X	X	X	X	X	X	X	X	X	-	X
Calaveras	X	X	X	-	X	X	-	X	-	X	X	X	X
Colusa	X	X	p	X	X	X	-	X	X	X	X	-	X
Contra Costa	X	X	X	X	-	X	X	X	X	X	X	-	X
Del Norte	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr
El Dorado	X	X	-	-	X	p	-	X	-	X	X	-	X
Fresno	X	X	X	X	X	X	X	X	X	X	X	X	-
Glenn	X	X	-	X	X	X	-	X	X	X	X	-	X
Humboldt	X	X	-	X	X	X	-	X	-	X	X	-	-
Imperial	X	X	X	X	X	X	-	X	X	X	X	-	X
Inyo	X	X	-	X	X	X	-	X	-	X	X	X	X
Kern	X	X	X	X	X	X	X	X	-	X	X	X	X
Kings	X	X	X	X	X	X	P	X	X	X	X	X	X
Lake	X	X	X	X	X	X	-	X	X	X	X	-	X
Lassen	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr
Los Angeles	X	X	X	X	X	X	X	X	-	X	X	-	X
Madera	X	X	p	X	X	X	X	X	X	X	X	-	X
Marin	p	X	X	X	X	X	X	X	-	X	X	-	X
Mariposa	X	X	X	X	X	X	P	X	p	X	X	X	X
Mendocino	X	X	X	X	X	X	-	X	X	X	X	-	X
Merced	X	X	X	X	X	X	X	X	-	X	X	-	X
Modoc	X	X	-	X	-	-	-	X	-	X	X	-	X
Mono	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr
Monterey	X	X	X	X	X	X	X	X	X	X	X	X	X
Napa	X	X	p	X	X	X	X	X	X	X	X	-	X
Nevada	X	X	X	X	X	X	-	X	-	X	X	X	X
Orange	X	X	X	X	X	X	-	X	-	X	X	-	X
Placer	X	X	X	X	X	X	X	X	X	X	X	X	X
Plumas	X	X	-	X	X	X	-	X	-	X	X	p	X
Riverside	X	X	X	X	X	X	X	X	X	X	X	-	X
Sacramento	X	X	-	X	X	X	X	X	X	X	X	-	X
San Benito	X	X	-	X	X	X	-	X	-	X	X	-	X
San Bernardino	X	X	X	X	X	X	X	X	X	X	X	-	X
San Diego	X	X	X	X	X	X	X	X	X	X	X	X	X
San Francisco	X	X	X	X	X	X	-	X	X	X	X	X	X
San Joaquin	X	X	X	X	X	X	X	X	X	X	X	-	X
San Luis Obispo	X	X	X	X	-	X	X	X	X	X	X	X	X
San Mateo	X	X	-	-	X	X	X	X	X	X	X	X	X
Santa Barbara	X	X	X	X	X	X	P	X	X	X	X	-	X
Santa Clara	X	X	-	-	X	X	X	X	X	X	X	-	p
Santa Cruz	X	X	p	X	X	X	X	X	-	X	X	p	X
Shasta	X	X	X	X	X	X	-	X	X	X	X	-	X
Sierra	X	X	X	X	X	X	X	-	-	X	X	-	X
Siskiyou	X	X	-	X	X	X	-	X	-	X	X	-	X
Solano	X	X	X	X	X	X	X	X	-	X	X	p	X
Sonoma	X	X	X	X	X	X	X	X	X	X	X	X	X
Stanislaus	X	X	X	X	X	X	X	X	X	X	X	X	X
Sutter	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr	nr
Tehama	X	X	p	X	X	X	-	X	X	X	X	-	X
Trinity	X	X	-	X	X	X	-	X	-	X	X	-	X
Tulare	X	X	X	X	X	X	-	X	-	X	X	p	X
Tuolumne	X	X	p	X	X	X	-	X	-	X	X	-	X
Ventura	X	X	X	X	X	X	X	X	X	X	X	-	X
Yolo	X	X	p	X	X	X	X	X	X	X	X	-	X
Yuba	X	X	X	X	X	X	X	X	X	X	X	-	X

Appendix E (continued)

Encouraging steady employment			
	County reported providing bonuses or incentives to CalWORKs participants who retain steady employment	County reported having a mentoring program	County reported having a peer-support program
Percent of responding counties with service currently available	22.2	48.1	37.0
Alameda	--	--	--
Alpine	X	--	P
Amador	--	--	--
Butte	X	p	X
Calaveras	--	--	X
Colusa	p	p	--
Contra Costa	p	p	X
Del Norte	nr	nr	nr
El Dorado	X	X	--
Fresno	X	X	X
Glenn	X	--	P
Humboldt	--	p	--
Imperial	--	X	X
Inyo	--	X	--
Kern	--	X	--
Kings	--	--	--
Lake	--	X	--
Lassen	nr	nr	nr
Los Angeles	--	X	X
Madera	--	p	P
Marin	p	X	X
Mariposa	--	X	--
Mendocino	--	X	X
Merced	X	p	P
Modoc	--	--	--
Mono	nr	nr	nr
Monterey	X	X	X
Napa	--	p	X
Nevada	X	--	X
Orange	p	X	X
Placer	X	X	X
Plumas	--	X	--
Riverside	--	p	--
Sacramento	--	X	X
San Benito	--	--	--
San Bernardino	--	p	X
San Diego	--	X	--
San Francisco	--	X	--
San Joaquin	p	--	P
San Luis Obispo	--	X	P
San Mateo	--	--	--
Santa Barbara	--	--	--
Santa Clara	--	X	X
Santa Cruz	p	X	X
Shasta	--	X	--
Sierra	--	--	--
Siskiyou	--	X	--
Solano	p	p	X
Sonoma	X	X	X
Stanislaus	--	--	--
Sutter	nr	nr	nr
Tehama	X	p	X
Trinity	--	--	--
Tulare	p	--	--
Tuolumne	--	p	P
Ventura	--	X	--
Yolo	X	X	--
Yuba	--	--	X

KEY
X : Program available
-- : Program not available
p : Program in planning phase
nr : County did not respond to survey question