

**CALIFORNIA'S  
FOOD STAMP EMPLOYMENT AND TRAINING (FSET) PROGRAM  
FINAL PLAN FOR FEDERAL FISCAL YEAR (FFY) 2006**

**California Department of Social Services  
Welfare to Work Division  
Food Stamp Branch**

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## PART I

### SUMMARY OF STATE FOOD STAMP EMPLOYMENT AND TRAINING (FSET) PROGRAM Federal Fiscal Year (FFY) 2006

#### A. Abstract of the State FSET Program

FSET is California's employment and training program for non-assistance food stamp (NAFS) applicants and recipients. FSET is administered by California counties and is funded by federal grants and matching county funds. California will continue to provide traditional Employment and Training services to our Food Stamp work registrant population. These include qualifying education, training, and workfare opportunities for our population of Able-Bodied Adults Without Dependents (ABAWDs). All information contained in this state plan is based solely on estimates submitted by counties in their FSET plans for FFY 2006.

There are twenty-five (25) counties that will operate FSET in FFY 2006. FSET counties consist of:

Alameda, Contra Costa, Humboldt, Kern, Los Angeles, Marin, Mendocino, Monterey, Orange, Riverside, Sacramento, San Bernardino, San Diego, San Francisco, San Joaquin, San Luis Obispo, San Mateo, Santa Barbara, Santa Clara, Santa Cruz, Shasta, Sonoma, Trinity, Ventura, and Yolo.

#### 1. Program Changes

One additional county (Santa Barbara) will offer FSET in FFY 2006. There are minimal program changes noted in California's final plan compared to the final 2005 plan approved by the federal Food and Nutrition Service (FNS). The most notable change is that counties are serving about 30 percent fewer participants but the total program costs are about the same. Also, it appears that compared to last year the counties plan to use more funding for Job Search, Job Club, Self-Initiated Workfare, Work Experience/On the Job Training and Education and less funds for Workfare and Vocational Training.

#### 2. Able-Bodied Adults Without Dependents (ABAWD) Population

##### a. *Waivers and 15 Percent Exemption*

The estimated ABAWD population is 259,084. The estimated ABAWD population to be served is 119,353. Effective May 1, 2006, thirty-seven (37) counties received approval to waive the ABAWD work requirement. Thirty three of the state's 37 waiver counties meet the requirements for a two-year waiver and four additional counties meet the requirement for a one-year waiver. This is

a marked increase from the previous year in which an ABAWD waiver was granted for nineteen full counties and one partial county.

Counties granted a two-year waiver effective May 1, 2006 are as follows: Alpine, Butte, Calaveras, Colusa, Del Norte, Fresno, Glenn, Humboldt, Imperial, Kern, Kings, Madera, Mariposa, Mendocino, Merced, Modoc, Monterey, Nevada, Plumas, San Benito, San Joaquin, San Luis Obispo, Shasta, Sierra, Siskiyou, Stanislaus, Sutter, Tehama, Trinity, Tulare, Tuolumne, Yolo and Yuba. Counties approved for a one-year waiver are Alameda and San Francisco County/City Santa Clara and Santa Cruz.

California also utilizes the 15 percent exemption allowance to help ABAWDs who are unable to satisfy the work requirement and are in danger of losing food stamp eligibility. Counties grant the 15 percent exemption for reasons that include, but are not limited to: illiteracy, family crisis that interrupts FSET participation or causes a temporary reduction in hours worked, social and emotional barriers, remoteness, temporary homelessness, lack of adequate transportation, domestic violence, recently released from a drug or alcohol treatment program, working 10 to 19 hours per week and unable to meet the 20-hour work requirement, and other reasons determined on a case-by- case basis.

#### *b. ABAWD Population Issues*

County FSET plans list special problems associated with the ABAWD population. Noncompliance with FSET requirements is high within the ABAWD population. Some of the problems facing this population include legal difficulties, alcohol and drug addiction (AOD), homelessness, lack of social skills, limited English skills, sporadic job history, and lack of transportation. For example, in Shasta County, fifty percent of the applicants/recipients are homeless, seventy-two percent have worked less than three months out of the last twelve months. Thirty-five percent of the participants have not finished high school, while the average reading level for all participants is below the ninth-grade level.

### 3. Program Components

Program components include Job Search; Job Club; and Workfare, which can include an up-front job search period of 30 days; Self-Initiated Workfare; Vocational Training; and educational activities such as General Education Development (GED), Adult Basic Education, and English-as-a-Second-Language (ESL). Up to 25 percent of the time spent in an FSET component may be devoted to AOD rehabilitation.

### 4. Sequencing of Components

Counties have flexibility in the design of their FSET programs. Thus, sequencing of components varies from county to county and there is no standard sequence

except that in counties with multiple components, job search or job club is typically the first component offered.

#### 5. Other Employment Programs

In California, food stamp recipients may also qualify for employment services including those provided through the county General Assistance (GA) program, Refugee Employment program, or the Workforce Investment Act (WIA). Individuals who are recipients of California Work Opportunity and Responsibility to Kids (CalWORKs) are exempt from food stamp work registration and are not assigned to FSET. In addition, FSET program participants may access career center sites that are available to CalWORKs program participants.

#### 6. Workforce Development System

California's WIA services are provided through the workforce development one-stop system. One-stop centers provide a full range of services including employment, training, and education services for job seekers and comprehensive employer services, resources for placing job orders and obtaining referrals, labor market data, information/referral for training resources, and business assistance. The following counties utilize one-stop centers to deliver their FSET components: Alameda, Humboldt, Kern, Marin, Monterey, Sacramento, San Francisco, San Luis Obispo, San Mateo, Shasta, Sonoma, Trinity, Ventura, Yolo, San Bernardino, Santa Clara and Orange.

#### 7. Outcome Data

Statewide outcome data for the FSET program such as numbers of participants entering employment, types of employment found, and wage rates, has not been gathered for California.

### **B. FSET Program Component Summaries**

The following narrative details the employment and training components offered and the hours of participation required in each component. Required participation may involve one component, a sequence of components, or a combination of FSET and other employment programs such as a county's GA work program. Counties limit the maximum hours of participation for a component or combination of components to 120 hours per month. Hours of required participation in workfare and self-initiated workfare are limited to the number obtained by dividing the household's food stamp allotment by the state minimum wage which is currently \$6.75.

Three counties offer AOD rehabilitation treatment in their FSET Programs. Hours of participation in AOD rehabilitation comprise less than 25 percent of the combined FSET activities.

The rehabilitation activities are not medical (i.e., the treatment of a diagnosed condition by a physician or psychologist). Instead, the activities provide social and support services such as discussion groups and counseling, which enhance the participant's ability to maintain regular employment.

Federal funds are not used to supplant non-federal funds for AOD rehabilitation activities that are supported by other funding from the State, counties, or local jurisdictions.

**a. Component name:** Job Search

**b. Component type:** Non-work

**c. Component description:**

- This is a non-work component in which participants make a pre-determined number of inquiries about employment opportunities to prospective employers over a specified period of time. The component may be designed so that the participant conducts his/her job search independently or within a group setting. Methods for monitoring compliance with job search include calling employers listed on clients' contact lists.
- Hours spent in job search and/or job club count toward the 20-hour per week ABAWD work requirement provided the job search is not a stand-alone component, and is combined with an FSET education or vocational training component.
- Hours spent performing job search and/or job club must be less than half the total hours required for the primary component. For example, the county combines job search and vocational training. If the vocational training activity is 15 hours per week, the maximum hours spent in job search cannot exceed seven hours per week.

EXCEPTION: Stand-alone job search can be a qualifying activity for ABAWDs if it is operated under Title I of the WIA.

**d. Geographic areas covered and variations among local areas:** This component operates in seventeen counties. However, two additional counties mistakenly developed separate component descriptions for the 30-day job search activity prior to workfare and charged costs to the independent job search

component on Table 4. Thus, the various counts and costs in this component description include the costs for 30-day job search in two counties. Ventura County offers job search in conjunction with job club and all costs are charged to job club on Table 4.

**e. Targeted populations:** NAFS applicants and recipients, both ABAWDs and non-ABAWDS.

**f. Anticipated number of ABAWD participants who will begin each month:**  
3643

**g. Anticipated number of non-ABAWD participants who will begin each month:** 2338

**h. Total number of anticipated participants each month (f+g):** 5981

**i. Number of hours of participation and duration of component:**

- Applicants can be assigned up to 8 consecutive weeks of job search.
- Recipients can be assigned up to 8 more weeks of job search during 12 consecutive months.
- Minimum hours per month: 12
- Maximum hours per month: 120
- The minimum number of job contacts required: 12 per month for two months.

**j. Organizational responsibilities:**

Each county social services agency coordinates this component and monitors participant compliance. Some counties deliver job search through a contract with an outside agency or organization.

**k. Cost of the component without participant reimbursements:**

\$23,641,058 annual cost

divided by 12

\$1,970,088 equals cost per month

5,981 divided by monthly number of participants

\$329 monthly per person

**l. Cost of participant reimbursement for dependent care: n/a**

**m. Cost of participant reimbursement for transportation/ancillary:**

\$2,264,541 annual cost

divided by 12

\$188,712 equals cost per month

4,876 divided by monthly number of participants

\$39 monthly per person

**n. Total cost of the component including participant reimbursements:**

\$2,264,541 annual cost transportation/ancillary expenses

\$0 annual cost of dependent care

\$23,641,058 annual cost, excluding reimbursement

**25,905,599 total annual cost of Job Search**

**a. Component name: Job Club (Job Search Training)**

**b. Component type: Non-work**

**c. Component description:**

This component is designed to enhance the job readiness of participants by providing instruction in job seeking techniques and striving to increase participants' motivation and self-confidence. The component may consist of job skills assessments, job placement services or other direct training or support activities. The job club component may combine job search activities with other training and support activities.

Hours spent in job search and/or job club count toward the 20-hour per week ABAWD work requirement provided the job club is not a stand-alone component and is combined with an FSET education or vocational training component.

Hours spent participating in job search and/or job club must be less than half the total hours required for the complementary component. For example, a county may combine a job club workshop with vocational training. If the vocational training component is 15 hours per week, the maximum hours spent in job club cannot exceed seven hours per week.

EXCEPTION: Stand-alone job search and/or job club can be a qualifying activity for ABAWDs if it is operated under Title I of the WIA.

**d. Geographic areas covered and variations among local areas:**

This component operates in thirteen counties.

**e. Targeted populations:** NAFS applicants and recipients, both ABAWDs and non-ABAWDs.

**f. Anticipated number of ABAWD participants who will begin each month:**  
2686

**g. Anticipated number of non-ABAWD participants who will begin each month:** 137

**h. Total number of anticipated participants each month (f+g):** 2823

**i. Number of hours of participation and duration of component:**

- Applicants can be assigned up to 8 consecutive weeks of job search/job club.
- Recipients can be assigned up to 8 more weeks during 12 consecutive months.
- Minimum hours per month: 12
- Maximum hours per month: 120

*Level of participant effort:* Varies from 20 hours per week for 30 days to 30 hours per week for one week.

**j. Organizational responsibilities**

- Each county social services agency coordinates this component and monitors participant compliance. Some counties deliver job club through a contract with an outside agency or organization.

**k. Cost of the component without participant reimbursements:**

\$9,022,883 annual cost  
divided by 12  
\$751,907 equals cost per month  
2,823 divided by monthly number of participants  
\$266 monthly per person

**l. Cost of participant reimbursement for dependent care: n/a**

**m. Cost of participant reimbursement for transportation/ancillary:**

\$736,212 annual cost  
divided by 12  
\$61,351 equals cost per month  
2,686 divided by monthly number of participants  
\$23 monthly per person

**n. Total cost of the component including participant reimbursements:**

\$736,212 annual cost of transportation/ancillary expenses  
\$0 annual cost of dependent care  
\$9,022,883 annual cost, excluding reimbursement  
**\$9,759,095 total annual cost of Job Club**

**a. Component name: Workfare (30-day Job Search prior to Workfare)**

**b. Component type: Work**

**c. Component description:**

Workfare participants perform work in a public service capacity as a condition of eligibility. The primary goal of workfare is to improve the participant's employability and encourage individuals to move into regular employment while returning something of value to the community.

In lieu of wages, workfare participants receive compensation in the form of their household's monthly food stamp allotment. Workfare assignments cannot replace or prevent the employment of regular employees, and assignments must

provide the same benefits and working conditions provided to the regular employees performing comparable work for comparable hours.

CDSS provides Worker's Compensation coverage for Workfare participants through a contract with the State Compensation Insurance Fund (SCIF).

Some counties require participation in job search or job club concurrent with participation in workfare. Also, this component satisfies the ABAWD work requirement.

Of the 20 counties that offer workfare, nine counties assign participants to job search for a period of 30 days prior to placement in a workfare activity. Typically, persons assigned to 30-day Job Search activity are newly certified ABAWDs. Two counties mistakenly charged costs for the 30-day job search activity to the independent job search component on Table 4.

**d. Geographic areas covered and variations among local areas:**

This component operates in twenty counties.

**e. Targeted populations: NAFS applicants and recipients, ABAWDs and non-ABAWDs.**

**f. Anticipated number of ABAWD participants who will begin each month:**

3867

**g. Anticipated number of non-ABAWD participants who will begin each month: 518**

**h. Total number of anticipated participants each month (f+g): 4385**

**i. Number of hours of participation and duration of component:**

Hours of participation are determined by dividing the household's food stamp allotment by the higher of the state or federal minimum wage. (In California, the state minimum wage amount is \$6.75 and is higher than the federal minimum wage.) The number of months an individual is assigned to workfare varies among counties. The number of job contacts within counties offering job search varies with a minimum requirement of 10 job contacts. Methods for monitoring job search participation include written reports submitted by participants and random phone calls.

**j. Organizational responsibilities**

Each county social services agency develops the workfare slots, assigns participants, when applicable, operates the initial 30-day job search, and monitors the activity. Some counties deliver workfare through a contract with an outside agency or organization.

**k. Cost of the component without participant reimbursements:**

\$7,106,658 annual cost  
divided by 12  
\$592,221 equals cost per month  
4,385 divided by monthly number of participants  
\$135 monthly per person

**l. Cost of participant reimbursement for dependent care: n/a**

**m. Cost of participant reimbursement for transportation/ancillary:**

\$4,401,884 annual cost  
divided by 12  
\$366,823 equals cost per month  
4,207 divided by monthly number of participants  
\$87 monthly per person

**n. Total cost of the component including participant reimbursements:**

\$4,401,884 annual cost of transportation/ancillary expenses  
\$0 annual cost of dependent care  
\$7,106,658 annual cost, excluding reimbursement  
**\$11,508,542 total annual cost of Workfare**

**a. Component name: Self-initiated Workfare**

**b. Component type: Work**

**c. Component description:**

Self-initiated workfare is comparable to regular workfare and is designed to assist ABAWDs in fulfilling their work requirement. In self-initiated workfare, ABAWDs voluntarily participate and find their own workfare job assignments in the public or private sector. This component satisfies the ABAWD work requirement.

**d. Geographic areas covered and variations among local areas:** This component operates in seven counties.

**e. Targeted populations: NAFS applicants and recipients with primary emphasis on ABAWDs**

**f. Anticipated number of ABAWD participants who will begin each month: 269**

**g. Anticipated number of non-ABAWD participants who will begin each month: 1**

**h. Total number of anticipated participants each month (f+g): 270**

**i. Number of hours of participation and duration of component:**

Hours of participation are determined by dividing the household's food stamp allotment amount by the state minimum wage, which is higher than the federal minimum wage.

**j. Organizational responsibilities:**

- County social service agencies monitor participant compliance.

**k. Cost of the component without participant reimbursements:**

\$830,833 annual cost

divided by 12

\$69,236 equals cost per month

270 divided by monthly number of participants

\$256 monthly per person

**l. Cost of participant reimbursement for dependent care: n/a**

**m. Cost of participant reimbursement for transportation/ancillary:**

\$418,410 annual cost  
divided by 12  
\$34,867 equals cost per month  
256 divided by monthly number of participants  
\$136 monthly per person

**n. Total cost of the component including participant reimbursements:**

\$418,410 annual cost of transportation/ancillary expenses  
\$0 annual cost of dependent care  
\$830,833 annual cost, excluding reimbursement  
**\$1,249,243 total annual cost of Self Initiated Workfare**

**a. Component name: Work Experience/On The Job Training (OJT)**

**b. Component type: Work**

**c. Component description:**

This component is designed to improve the employability of participants through actual work experience and/or training, and to enable them to move into regular employment. This component satisfies the ABAWD work requirement.

San Francisco offers a variety of programs dedicated to providing work experience OJT with certain County Agencies and Community Based Organizations (CBOs).

**d. Geographic areas covered and variations among local areas:**

This component operates in three counties.

**e. Targeted populations: NAFS applicants and recipients.**

**f. Anticipated number of ABAWD participants who will begin each month: 226**

**g. Anticipated number of non-ABAWD participants who will begin each month: 67**

**h. Total number of anticipated participants each month (f+g): 293**

**i. Number of hours of participation and duration of component:**

Monthly hours of participation in work experience/OJT are determined by dividing the household's food stamp allotment by the State minimum wage which, at \$6.75, is higher than the federal minimum wage. In San Francisco, work experience/OJT assignments can last up to nine months.

**j. Organizational responsibilities**

Counties typically deliver work experience/OJT through their one-stop centers. Participants are referred to the one-stop center and the one-stop case worker coordinates with the food stamp case worker to locate a work experience/OJT placement. The case worker monitors compliance through attendance and progress reports received from the component operator.

In San Francisco, county employment specialists make referrals, receive monthly attendance and progress reports from the CBO partners, and provides case management services, including the issuance of ancillary and other support services. The CBO partners conduct the training; provide monthly attendance and progress reports to the county, and alert county staff of participant noncompliance.

**k. Cost of the component without participant reimbursements:**

\$1,957,622 annual cost  
divided by 12  
\$163,135 equals cost per month  
293 divided by monthly number of participants  
\$557 monthly per person

**l. Cost of participant reimbursement for dependent care: n/a**

**m. Cost of participant reimbursement for transportation/ancillary:**

\$775,569 annual cost  
divided by 12  
\$64,630 equals cost per month  
249 divided by monthly number of participants  
\$260 monthly per person

**n. Total cost of the component including participant reimbursements:**

\$775,569 annual cost of transportation/ancillary expenses  
\$0 annual cost of dependent care  
\$1,957,622 annual cost, excluding reimbursement  
**\$2,733,191 total annual cost of Work Experience/OJT**

**a. Component name:** Vocational Training

**b. Component type:** non-Work

**c. Component description:**

This component is designed to improve the employability of FSET participants by providing training in a skill or trade that allows the participants to move directly into employment. For the purpose of federal FSET funding requirements, vocational training is considered education. Federal FSET funds cannot take the place of non-federal (i.e., state or local) funds for existing vocational training services. Federal FSET funds for operating vocational training components may be authorized only for the costs that exceed the normal cost of services provided to persons not participating in FSET.

Participation in vocational training for at least 20 hours per week, or 80 hours per month, satisfies the ABAWD work requirement. The 20-hour ABAWD work requirement can also be met by combining hours spent in vocational training with other allowable ABAWD activities, except for workfare.

Counties can combine vocational training with job search and/or job club. Hours spent in job search/job club activities count toward the ABAWD work requirement provided they comprise no more than 49 percent of the combination component

**d. Geographic areas covered and variations among local areas:** This component operates in six counties.

**e. Targeted populations:** NAFS applicants and recipients, both ABAWDs and non-ABAWD.

**f. Anticipated number of ABAWD participants who will begin each month:** 463

**g. Anticipated number of non-ABAWD participants who will begin each month:** 314

**h. Total number of anticipated participants each month (f+g):** 777

**i. Number of hours of participation and duration of component:**

Hours of participation can range from 12 to 120 hours per month, as determined by the county.

**j. Organizational responsibilities**

Providers of the vocational training activities include community-based organizations, adult education schools, community colleges, private industry council programs, one-stop centers, regional occupation programs, and State Department of Rehabilitation.

**k. Cost of the component without participant reimbursements:**

**l.**

\$4,826,058 annual cost

divided by 12

\$402,171 equals cost per month

777 divided by monthly number of participants

\$518 monthly per person

**l. Cost of participant reimbursement for dependent care: n/a**

**m. Cost of participant reimbursement for transportation/ancillary:**

\$2,765,327 annual cost

divided by 12

\$230,444 equals cost per month

777 divided by monthly number of participants

\$297 monthly per person

**n. Total cost of the component including participant reimbursements:**

\$2,765,327 annual cost of transportation/ancillary expenses

\$0 annual cost of dependent care

\$4,826,058 annual cost, excluding reimbursement

**\$7,591,385 total annual cost of Vocational Training**

**a. Component name: Education**

**b. Component type: Non-work**

**c. Component description:**

This component provides educational programs or activities to improve basic skills or otherwise improve employability. Such programs include Adult Basic Education (ABE), basic literacy, English as a Second Language (ESL), high school equivalency (GED), and post-secondary education. A post secondary education component is one whose purpose is academic and whose curriculum is designed primarily for students who are beyond the compulsory age for high school. Only educational components that establish a direct link to job-readiness will be approved.

Federal FSET funds cannot take the place of non-federal (i.e., state or local) funds for existing educational services. Federal FSET funds for operating education components may be authorized only for the costs that exceed the normal cost of services provided to persons not participating in FSET. This component satisfies the ABAWD work requirement.

**d. Geographic areas covered and variations among local areas:** This component operates in five counties.

**e. Targeted populations: NAFS applicants and recipients, both ABAWDs and non-ABAWDs.**

**f. Anticipated number of ABAWD participants who will begin each month:**  
430

**g. Anticipated number of non-ABAWD participants who will begin each month:** 390

**h. Total number of anticipated participants each month (f+g):** 820

**i. Number of hours of participation and duration of component:**

Hours of participation can range from 12 to 120 hours per month, as determined by the county. Most counties require a minimum of 20 hours per week for purposes of satisfying the ABAWD work rule. Hours may be less than 20 hours per week when combined with other ABAWD activities except workfare. Hours spent in job search/job club may be combined with education when they are less than half of the total hours for education. The duration of education components vary according to the length of the educational program to which the individual is assigned and the maximum number of months designated by the county.

**j. Organizational responsibilities**

County welfare department staff are responsible for referring participants to basic adult education classes and for monitoring progress.

**k. Cost of the component without participant reimbursements:**

\$4,899,489 annual cost  
divided by 12  
\$408,290 equals cost per month  
820 divided by monthly number of participants  
\$498 monthly per person

**l. Cost of participant reimbursement for dependent care: n/a**

**m. Cost of participant reimbursement for transportation/ancillary:**

\$1,450,992 annual cost  
divided by 12  
\$120,916 equals cost per month  
820 divided by monthly number of participants  
\$147 monthly per person

**n. Total cost of the component including participant reimbursements:**

\$1,450,992 annual cost of transportation/ancillary expenses  
\$0 annual cost of dependent care  
\$4,899,489 annual cost, excluding reimbursement  
**\$6,350,481 total annual cost of Education**

## PART II

### PROGRAM PARTICIPATION AND DEFERRALS

This section describes the data used to design and plan the State's FSET program. An explanation of the methods used to estimate the number of work registrants, ABAWDs and the potential number of FSET placements, including ABAWDs is provided.

#### A. Work Registrant Population

##### 1. Number of Work Registrants

- a. The number of work registrants in the existing food stamp caseload expected to be in the county on October 1, 2005. **201,744**
- b. The anticipated number of new work registrants to be added between October 1, 2005 and September 30, 2006. **233,020**
- c. The total number of work registrants in the county between October 1 and September 30 of the fiscal year ( $a + b = c$ ). **434,764**  
(This number should be used on Table 1, Item A)

##### 2. Unduplicated Work Registrant Count

The above figure (**434,764**) is a duplicated count of work registrants. The duplication is due to individuals who reapply in the same year after terminating food stamps as well as individuals who move and reapply in another county. It is estimated that the duplicate count is seven (7) percent, based on data extracted from the Longitudinal Data Base (LDB) that is used for Temporary Assistance to Needy Families (TANF)/CalWORKs.

The CDSS Research and Development Division created the LDB, which consists of several data files to help researchers answer questions regarding welfare recipients. The LDB contains program eligibility data for all welfare recipients since 1987. The source of the data is the Medi-Cal Eligibility Data System (MEDS), which contains program eligibility data for those Californians eligible for Medicaid, or Medi-Cal as it is referred to in California. This includes all recipients of TANF, Supplemental Security Income/State Supplementary Payments, Non-Assistance Food Stamps, the Medically Needy Only, and the Medicaid categorical coverage groups.

### 3. Characteristics of Work Registrants

The Department does not have access to information that describes the characteristics of the food stamp work registrant population in California.

#### **B. Deferral Policy**

The FSET program contains two types of deferrals: categorical and individual. Caseworkers screen work registrants for deferrals at application and when they are re-certified for benefits.

Work registrants are categorically deferred from FSET participation if they live in a county that does not offer an FSET program. Participants in GA, Refugee Cash Assistance, and WIA programs having participation requirements that exceed the FSET work requirements are also categorically deferred.

Work registrants are individually deferred when they meet any of the following criteria:

- Lack of dependent care;
- Lack of transportation to an FSET site;
- Live an unreasonable distance from an FSET site;
- Severe family crisis;
- Temporary lay off;
- Legal difficulties; and
- Temporary illness.

Please refer to Table 1, items B and C, for the number and percent of work registrants deferred from the FSET program.

#### **C. Planned FSET Program Participation**

Please refer to Table 2, Item A, for the estimated number of ABAWDs who will begin a qualifying ABAWD component and the number of FSET participants who will begin a non-qualifying FSET activity. Table 2, Item B, identifies the estimated number of individuals expected to participate in the FSET Program during the fiscal year.

#### **D. ABAWD Population**

1. Please provide the following ABAWDs data:

- a. The number of ABAWDs in the existing food stamp caseload expected to be in the county on October 1, 2005. **120,812**

- b. The anticipated number of new ABAWDs to be added between October 1, 2005 and September 30, 2006. **157,942**
  
- c. The total number of ABAWDs in the county between October 1 and September 30 of the fiscal year (a + b = c). **278,754**

Please refer to Table 1, Item E-1 for the estimated number of ABAWDs expected to be in waived areas during the fiscal year and Item E-2 for the estimated number of ABAWDs included in the 15 percent ABAWD exemption allowance. In addition, please refer to Table 2, Item C-1 for the estimated number of ABAWDs to be placed in workfare components and Item C-2 for the number of ABAWDs to be placed in qualifying education and training components.

## PART III

### PROGRAM COORDINATION

California's FSET program is administered by twenty-five (25) counties with a variety of FSET components and time frames for assigning participants. CDSS provides oversight and direction to the counties administering the FSET program. The requirements governing food stamp work registration, work registration exemptions, FSET deferrals, assignment to FSET components, component participation requirements, good cause determinations, and FSET sanctions are defined in CDSS' Manual of Policies and Procedures (MPP) Section 63-407 and are based on federal law at 7 U.S.C. 2015 Section (d). The ABAWD work rule is defined at MPP Section 63-410 and is based on federal law at 7 U.S.C. 2015 Section (o). In view of the flexibility given to counties to administer their FSET programs, CDSS is unable to provide a single flow chart that captures the FSET sequences of program coordination in all 25 counties. Thus, the following narrative and attached flow chart provide a generalized overview of the methods and time frames for county-administered FSET programs in California.

#### **Program Coordination**

This section of the plan describes how the FSET program relates to other processes in the food stamp program.

#### Narrative Coordination Statement

Food stamp applicants and recipients receive written information at application and re-certification, which provides a general description of the food stamp work requirements and the ABAWD work requirement. County eligibility workers and case managers screen clients for work exemptions and/or FSET deferrals at the time of application and re-certification. FSET participation status is also evaluated when there is a change in a client's exemption/deferral status. The most common target groups for FSET services are ABAWDs and GA recipients (who comprise the majority of the ABAWD population).

Mandatory participants are assigned to FSET components in accordance with the sequence offered by each county. Some counties schedule a program orientation appointment and conduct an assessment before assigning an individual to an FSET component. Others refer an individual to FSET as soon as it is determined that he/she is a mandatory participant who is part of the county's FSET target population. To help caseworkers monitor compliance, FSET participants are sometimes required to complete monthly timesheets verifying hours of participation and/or job contacts.

In general, case workers are responsible for:

- assigning a client to the appropriate FSET component;
- issuing transportation reimbursements;
- monitoring compliance (which can include visiting work sites);
- determining good cause for noncompliance; and
- preparing and issuing notices imposing sanctions.

When a county uses GA employment and training components to serve FSET participants or contracts with another FSET service provider, information needed to measure ongoing compliance is shared between county food stamp workers and employees of the service provider.

### Information Coordination

Most counties use their agency's welfare database to record the placement of individuals into FSET components, track compliance, and generate disqualification notices. Some counties rely more heavily on the manual coordination of information through verbal communication and documents developed and/or completed by intake staff, case workers, program managers, and if applicable, contractors. Food stamp eligibility is tracked via the Statewide Automated Welfare System (SAWS) and the ABAWD three-month limit is tracked via the MEDS tracking system.

### Coordination Time Frames

Individuals are usually assigned to FSET components within a short period of time, (e.g., one to two weeks) following the determination that they are mandatory participants. The time between client noncompliance, the good cause determination, and the issuance of a disqualification Notice of Action averages about ten days. Sanctions are imposed the first month following expiration of the ten-day period for timely notice.

## **B. Interagency Coordination**

Table 3, Summary of Interagency Coordination for the FSET Program, displays the linkages between the FSET program and other programs. The table reflects information that is representative of the participating FSET counties.

### Areas of Coordination

Several counties, including Humboldt, Sacramento, San Francisco, Los Angeles, Santa Clara, and San Diego, link FSET to their GA workfare program. Some counties use their one-stop delivery systems to place individuals into FSET components as well as other activities such as educational services, drug and alcohol treatment programs, and job development. Other programs and agencies that are linked to FSET include the California Employment

Development Department, CalWORKs program, Community Based Organizations (CBOs), and county Private Industry Counsels (PICs).

### Methods of Coordination

The methods of coordination vary county by county. In some counties, such as Los Angeles and San Joaquin, there are interagency agreements for workfare projects with several types of agencies, including those within the county, city and private sectors. Some counties informally refer FSET participants to other agencies. San Francisco County uses a variety of methods to coordinate the delivery of their FSET services, including contracts and non-financial interagency agreements. There are a few counties, such as San Joaquin, Riverside, Sonoma and San Diego that indicate their FSET components are administered internally within the county social services agency and existing employment and training programs.

### **C. Contractual Arrangements**

Some counties, including Humboldt, Orange, Riverside, San Joaquin, Sonoma and Trinity do not contract out any portion of the FSET program. Other counties such as Alameda, Los Angeles, Mendocino, San Mateo, San Francisco and Santa Cruz contract out certain FSET services, including job skills training, job search monitoring, education and vocational training, workfare administration, and mental health/substance abuse treatment. Contracts for FSET components are bid upon, negotiated, awarded, and monitored at the county level.

## PART IV

### PROGRAM COSTS AND FINANCIAL MANAGEMENT

#### A. Planned Costs of California's FSET Program

##### 1. Operating Budget

Participating FSET counties will match the federal 50 percent administrative funding with a funding allocation; there will not be a match with in-kind contributions. Participating counties will provide participant reimbursement for the cost of transportation and ancillary expenses; there will not be any arrangements made for dependent care services. Please refer to Table 4 for an outline of operating expenses. The narrative description of all items on Table 4 is described in Part I of this plan.

State operations costs for the FSET program in FFY 2006 will be \$808,000. Part of these funds (\$400,000) are used to pay for staff support and overhead costs for FSET activities performed by CDSS administrative and program staff based on the percentage of time spent on FSET activities. Time studies identify the percentage of staff time by program area and are calculated based on the methodologies in CDSS' approved Cost Allocation Plan. The remaining funds will be spent on direct FSET program services (i.e., Workers' Compensation contracts).

##### 2. Sources of FSET Funds

Please refer to Table 5 for the total cost of California's FSET program and the various sources of funds according to funding category.

##### 3. Justification of Education Costs

FSET participants are referred to education components through existing contracts within the counties at no cost to the FSET program. FSET costs are limited to administrative time spent on recordkeeping, referrals, and monitoring participants. Additionally, there may be some ancillary costs such as books and classroom materials.

#### B. Contracts

All counties are given the option of operating components themselves or contracting for these services with providers. The specific elements that comprise the total cost of the contracts and any inter-agency agreements (IAs) are maintained as part of each county's records. In addition, CDSS has entered into a contract with the State Compensation Insurance Fund (SCIF) totaling

\$400,000 annually for workers' compensation claims, claims adjustment services, and other services provided by SCIF. A smaller contract with the California Department of General Services (CDGS) is funded annually in the amount of \$8,000 for CDGS to manage and supervise the larger contract with SCIF. Payments for both agreements are made in arrears on a cost reimbursement basis. Supporting documentation must be submitted with each invoice and both CDGS and SCIF are mandated to comply with federal and state auditing requirements. Please refer to Table 4 for the amount spent on county contractual obligations.

### **C. Participant Reimbursement**

The actual cost of participant expenses for transportation and ancillary expenses are reimbursed by the counties to participants. The cost sharing for the reimbursement is 50 percent federal and 50 percent county. Expenditures for dependent care are reimbursed to participants by the counties, with 50 percent federal and 50 percent county cost sharing, and are paid at the lower rate of the actual cost of dependent care or the Regional Market Rate\*. The counties may provide reimbursements above the established dependent care limits, but federal cost sharing is limited to 50 percent. Reimbursements are not paid for with the 100 percent federal funds or the 50 percent overmatch for administrative costs.

\* The latest Regional Market Rates can be obtained at:  
[www.dss.cahwnet.gov/getinfo/acl01/pdf/01-39.pdf](http://www.dss.cahwnet.gov/getinfo/acl01/pdf/01-39.pdf).

### **D. Cost Allocation**

The basis for cost allocation in the FSET program is consistent with the cost allocation methods in all of CDSS' federally approved plans.

## PART V

### PROGRAM REPORTING AND MANAGEMENT INFORMATION

#### A. Method for Obtaining Initial Count of Work Registrants

The number of work registrants on the first day, October 1, of each FFY is reported by each county via the Annual Work Registrant and FSET Program Caseload Report (STAT 48) form. This information is collected after the end of the fourth calendar quarter, compiled into the FNS 583 report form, and is sent to the federal FNS agency. CDSS has emphasized to counties the importance of reporting accurate data on the STAT 48.

#### B. Method for Ensuring an Unduplicated Work Registrant Count

The number of work registrants reported in Part II of the plan is an estimate only for FFY 2006 until final numbers are provided after the end of the FFY. CDSS receives a quarterly Food Stamp Program Work Registrant, ABAWD, and FSET Program Caseload Report (STAT 47) from each county, which provides the actual number of additional new work registrants for each quarter.

#### C. Methods for Meeting On-Going Federal Reporting Requirements

1. Management Information System (MIS) Method
  - a. Type of MIS:  
CDSS will aggregate hard copy reports from local county agencies
  - b. Local reporting requirements:  
Counties are required to submit quarterly STAT 47 reports to CDSS by the fifteenth working day of the month following the report quarter and an annual Stat 48 by November 15 of each year.
2. Organizational Responsibility for FSET Reporting
  - a. Responsibility for non-financial FSET reporting

The Administration Division's, Estimates and Research Services Branch in CDSS is responsible for non-financial reporting. The contact information of the responsible persons are as follows:

Linda Mesman-Poirot, Unit Manager  
Data Systems and Survey Design Bureau  
744 P Street, MS 9-081  
Sacramento, CA 95814  
(916) 651-8269

Randy Shiroy, Unit Manager  
Food Stamp Branch  
744 P Street, MS 16-32  
Sacramento, CA 95814  
(916) 654-1435

b. Responsibility for financial FSET reporting

The Administration Division of CDSS is responsible for financial reporting.  
The contact information of the responsible person is as follows:

Carleen Kistler, Chief  
Fund Accounting and Reporting Bureau  
744 P Street, MS 13-72  
Sacramento, CA 95814  
(916) 657-3390

**TABLE 1**  
**ESTIMATED PARTICIPANT LEVELS**

<b>A.</b> Anticipated number of work registrants in the county during the fiscal year (Enter the number from Part II Section A-1 Line c)	<b><u>434,764</u></b>
 <b>B.</b> Anticipated number of work registrants deferred from mandatory FSET participation due to the following categories:	
1. Lives in a non-FSET county	<b><u>80,139</u></b>
2. Participates in a substitute program that has participation requirements that exceed FSET participation requirements	<b><u>527</u></b>
3. Lacks dependent care	<b><u>474</u></b>
4. Lacks transportation to an FSET Program site	<b><u>935</u></b>
5. Lives an unreasonable distance from the FSET Program site	<b><u>1,231</u></b>
6. Has a severe family crisis	<b><u>1,703</u></b>
7. Temporarily unemployed and expected to return to work within 60 days	<b><u>6,213</u></b>
8. Involved in legal difficulties	<b><u>879</u></b>
9. Has a temporary illness or disability	<b><u>21,663</u></b>
10. Total number of deferred work registrants (1 through 9) (Enter the number from Part II Section C Line 1)	<b><u>113,764</u></b>
 <b>C.</b> Percent of all work registrants deferred from FSET (Line B10 total )	<b><u>24.39%</u></b>
 <b>D.</b> Number of FSET mandatory participants (Line A minus Line B10 total)	<b><u>321,000</u></b>
 <b>E.</b> Anticipated number of ABAWDs in the county during the fiscal year (Line E must be less than or equal to Line A)	<b><u>270,070</u></b>
<b>e-1</b> Anticipated number of ABAWDs in waived areas of the county during the fiscal year. (Subset of Line E)	<b><u>49,218</u></b>

<b>e-2</b> Anticipated number of ABAWDs exempted under 15 percent ABAWD exemption allowance during the fiscal year (Subset of Line E)	<b><u>31,809</u></b>
<b>e-3</b> Total subset of ABAWDs (e-1 + e-2)	<b><u>81,027</u></b>
<b>F.</b> At-risk ABAWDs expected in the county during the fiscal year (E minus e-3)	<b><u>189,043</u></b>

## Table 1B

### CRITERIA FOR 15 PERCENT ABAWD EXEMPTIONS for FFY 2006

The 15 percent exemption criterion in California includes, but is not limited to the following:

- Illiteracy;
- Family crisis that interrupts FSET participation or causes a temporary reduction in hours worked;
- Social and emotional barriers;
- Remoteness;
- Temporary homelessness;
- Lack of adequate transportation;
- Domestic violence;
- Recent released from a drug or alcohol treatment program;
- Working 10 to nineteen hours per week and unable to meet the 20-hour work requirement; and
- Other reasons determined on a case-by- case basis.

### REASONS COUNTIES MAY NOT USE THE 15 PERCENT ABAWD EXEMPTION:

- The county has an ABAWD waiver
- The county has a multitude of employment and training services available for ABAWDs to meet the work requirement.

**NOTE:** This list is not exhaustive, but represents the primary reasons identified by counties in their FSET plans.

**TABLE 2**

**ESTIMATED FSET PLACEMENT LEVELS/ESTIMATED ABAWD ACTIVITY**

**A. ESTIMATED FSET PLACEMENTS**

- |  |                |
|--|----------------|
| 1. Number of ABAWD applicants and recipients expected to begin a qualifying ABAWD component  | <u>70,153</u>  |
| 2. Number of all other applicants and recipients expected to begin a component (i.e., ABAWDs in non-qualifying activities, non-ABAWDs in qualifying activities, and non-ABAWDs in non-qualifying activities) | <u>78,540</u>  |
| 3. Total number of applicants and recipients expected to begin a component during the fiscal year (A-1 + A-2)  | <u>148,693</u> |

**B. ESTIMATED INDIVIDUAL PARTICIPATION**

- |   |               |
|---|---------------|
| 1. Number of individuals expected to participate in the FSET Program during the fiscal year | <u>66,761</u> |
|---|---------------|

*This number is less than line A-3 above because here you count each individual only once.*

**C. ESTIMATED ABAWD ACTIVITY**

- |   |               |
|---|---------------|
| 1. Number of work-type components expected to be filled by ABAWDs                         | <u>49,491</u> |
| 2. Number of education-type and training-type components expected to be filled by ABAWDs. | <u>20,662</u> |
| 3. Total number of components filled by ABAWDs (C-1 + C-2)                                | <u>70,153</u> |

TABLE 3

**SUMMARY OF INTERAGENCY COORDINATION FOR THE FSET PROGRAM**

<b>Coordination Areas</b>	<b>Agencies Involved</b>	<b>Number of FSET Placements Expected</b>	<b>Methods of Coordination</b>
1. Delivers an FSET component			<u>169,002</u>
2. The FSET program delivers a service for another agency or program			<u>7,960</u>
3. Joint component of the FSET program and another agency or program			<u>50,698</u>
4. Referral of individuals from the FSET program to another program or agency			<u>94,130</u>
5. Other forms of coordination (specify) One-stop centers.			<u>2,015</u>

**TABLE 4  
OPERATING BUDGET (revised August 1, 2006)**

	A	B	C	D	E	F
Component	Salary & Benefits	Other Costs (Overhead)	Contract Costs	Dependent Care	Transportation/Ancillary	Total (A thru E)
1	8,964,281	7,857,585	6,819,192	0	2,264,541	25,905,599
2	3,047,494	2,518,303	3,457,086	0	736,212	9,759,095
3	3,192,726	2,785,490	1,128,442	0	4,401,884	11,508,542
4	418,968	407,081	4,784	0	418,410	1,249,243
5	490,949	449,086	1,017,587	0	775,569	2,733,191
6	1,489,890	1,452,345	1,883,823	0	2,765,327	7,591,385
7	2,116,523	1,942,682	840,284	0	1,450,992	6,350,481
8	0	0	0	0	0	0
9	19,720,831	17,412,572	15,151,198	0	12,812,935	65,097,536

State Operations/Worker's Compensation

808,000  
65,905,536  
Grand Total Cost

OJT = On-the-Job Training      WE = Work Experience

**Reminders:**

1 Separate the costs of operating concurrent activities and charge the costs to each appropriate component. For example, if you offer Vocational Training and Job Club concurrently, then put the Vocational Training costs on Line 6 and the Job Club costs on line 2.

2 Charge contract costs of drug and alcohol rehabilitation, mental health counseling, and enhanced supportive services to the accompanying component in column C.

**TABLE 5**  
**PLANNED COSTS BY FUNDING CATEGORY**  
(revised August 1, 2006)

	<u>Funding Categories</u>	<u>Estimates of Cost</u>
1	100 Percent Federal FSET Grant State Operations/Workers' Compensation	8,822,906.36 <u>808,000.00</u> 9,630,906.36
2	<b>Overmatch for Administration Cost</b>	
2a	50 Percent Federal	21,730,847.50
2b	50 Percent County	21,730,847.50
2c	<u>Subtotal</u> for Overmatch (2a + 2b)	43,461,695
3	<b>Participant Reimbursement for Transportation/Ancillary</b>	
3a	50 Percent Federal	6,406,467.50
3b	50 Percent County	6,406,467.50
3c	<u>Subtotal</u> for Transportation/Ancillary (3a + 3b)	12,812,935
4	<b>Participant Reimbursement for Dependent Care</b>	
4a	50 Percent Federal	0
4b	50 Percent County	0
4c	<u>Subtotal</u> for Dependent Care (4a + 4b)	0
5	<b>Grand Total of Planned Cost (1+2c+3c+4c)</b> <i>Must agree with Table 4's Grand Total Cost</i>	65,905,536