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April 1<sup>st</sup>, 2019

Certification Policy Branch  
SNAP Program Development Division  
Food and Nutrition Service, USDA  
3101 Park Center Drive  
Alexandria, Virginia 22302

RE: Proposed Rule: Supplemental Nutrition Assistance Program (SNAP): Requirements for Able-Bodied Adults without Dependents RIN 0584-AE57

Dear Certification Policy Branch:

The Food Bank of Contra Costa and Solano has been fighting hunger since 1975, giving out free food to community members in need. We store donated and purchased perishable and nonperishable food items, distributing them through our own programs and via our community partners. We operate 8 direct distribution programs and make food available for nearly 200 other nonprofit organizations serving people in need of food assistance.

Our organization has grown dramatically over the last decades, and an alarming 1 in 8 people within Contra Costa and Solano counties turn to the Food Bank for emergency and supplemental food. In order to meet this incredible demand for our services, the Food Bank has grown to rely on more than 1,000 volunteers a month, over 70 staff members, a large fleet of trucks and two facilities totaling 70,000 square feet to procure and distribute food and grocery items.

In Contra Costa and Solano alone, we serve about 178,000 individuals every month and distribute over 22 million pounds of food each year, over half of which is fresh produce. The Food Bank serves our community passionately and efficiently, but we know there continues to be unmet need. Many of the people we serve are only able to make ends meet through the combination of Food Bank groceries and Supplemental Nutrition Assistance Program (SNAP) benefits. For every meal we distribute, SNAP provides 12. If a significant number of community members were to lose eligibility for SNAP, our Food Bank would not be able to fill the gap and people would go hungry.

It is for that reason that we take the opportunity to comment in opposition to USDA's Proposed Rulemaking on SNAP requirements and services for Able-Bodied Adults without Dependents

(ABAWDs). Harshening SNAP time limits and taking away someone's food increases hunger, not employment.

According to the USDA itself, up to 570,000 Californians could have their food assistance threatened if this proposed rule were to go into effect. Contra Costa County's ABAWD waiver is already set to expire in September 2019, and an estimated 3,900 - 4,600 people will lose the entirety of their food assistance as a result. We have been working diligently with Contra Costa County for over a year to prepare for these time limits and the expected increase in hunger (See Appendix 1.) If this proposed rule goes into effect, thousands more individuals in Solano County and across the vast North State region that our organization also services would suddenly be impacted as well, increasing their demand for our limited resources with very little time to prepare.

### **SNAP Works In Contra Costa County**

Contra Costa County's current ABAWD waiver will expire on August 31, 2019, and the Food Bank has been working for over a year to convene county administrators, Employment and Training (E&T) providers, community based organizations, and other stakeholders in preparation for the re-instatement of ABAWD time limits. (See Appendix 1)

Despite the overall improvements to our local economy, the need for SNAP (CalFresh) remains high. Currently [10.1% of Contra Costa](#) residents live below the official poverty level. The California Poverty Measure, which takes into account the cost of living and in-kind benefits, calculates that the poverty rate is really [14.8% in Contra Costa](#). According to the Public Policy Institute of California, poverty in the Bay Area would [increase by 4% without safety net programs like CalFresh](#).

According to a recent Contra Costa Employment and Human Services Department [report](#), there were an average of 27,743 CalFresh cases in 2017. This represents 64,666 individuals. Forty-eight percent of these individuals are children under the age of 18. The average monthly benefits issued in Contra Costa equaled an average of \$8,816,127 each month. Given that every \$1 provided in CalFresh benefits generates \$1.79 in economic activity, in 2017 CalFresh brought \$189 million into our local economy.

The 2017 unemployment rate in Contra Costa was [3.6%](#). While this is less the current national unemployment rate of [3.8%](#), certain groups experience more barriers to work and much higher rates of unemployment. For example, the unemployment rate in Richmond, a predominantly-

African American city in West Contra Costa, was 4.5%. In spring 2018, California's overall unemployment rate sat at 4.2 percent. However, the [Black unemployment rate was more than twice that of white Californians and 1.6 times higher for Hispanics.](#)

The unemployment rate in East Contra Costa, where public transportation is limited and fewer jobs are available, was 6.3%, significantly higher than the county average. As rents skyrocket in the urban core communities in the Bay Area, more and more people are getting pushed out to the rural, Eastern regions of Contra Costa where rent is cheaper. However this means that they live further away from where most jobs and community resources are located. Many of these individuals don't have cars and it can take hours by bus to get to an E&T program, a job interview, or a job itself. (See Appendix 2)

Far East Contra Costa County (including the communities of Bethel Island, Knightsen, Byron, Discovery Bay) can be considered a "transit desert," as it lacks adequate public transit service and includes populations that are deemed transit-dependent. The Contra Costa Employment and Human Service's Department found that as of May 2018, there is no public bus service farther east than Brentwood. Bus service into Discovery Bay was eliminated at the end of May 2018. There is no public bus service farther west than Oakley. This is particularly noteworthy, considering that 43% of ABAWDs in Contra Costa live in East County. (See Appendix 1)

According to a report by the Workforce Development Board of Contra Costa, the most promising job sectors for Employment & Training are the healthcare industry, transportation and warehousing, and the construction sector. However all of these sectors often experience unpredictable schedules and often requires specific educational or on-the-job training. (See Appendix 1)

The Contra Costa residents that are covered under the current, but soon to expire, waiver are incredibly vulnerable, despite the overall improvement of the economy. According to a March 2018 report from Contra Costa between 3,900 and 4,600 individuals will be at risk of losing benefits due to the ABAWD time limits. The majority of ABAWDs (61%) are men, and the vast majority are English-speaking (98%) and US citizens (97%). African Americans are disproportionately impacted by the time limits, representing 33% of ABAWDs compared to 9% of the overall population. Nearly half of all ABAWDs are under 30 and 8% are under 20. ABAWDs under 20 were the age group most at risk of losing benefits due to the time limit, with 89% of 18 and 19-year-olds estimated to have their benefits cut off. (See Appendix 2)

According to a county survey of ABAWDs nearly one-third (30%) of were currently working, though less than half were regularly working over 20 hours per week. The most common sectors people listed working in were retail and office work. (See Appendix 3)

Of those who were unemployed, nearly half (45%) had been out of work for more than one year. Although over two-thirds (68%) of respondents said they were searching for a job, respondents reported several barriers to employment. Over two-thirds (69%) said they did not know of companies who were hiring near where they lived, and roughly one-quarter of respondents said they did not have references (29%), had gaps in their work history they could not explain (23%), or did not know what pay to expect (28%). Over 21% of respondents did not have a permanent place to live, were at risk of eviction, or homeless. One-third reported having a health condition or disability that impacted their ability to work. Nearly one-fifth (18%) said they were a caregiver for a dependent child or adult. Additionally, half of respondents said they did not own a car and over one quarter (29%) did not have a driver's license. (See Appendix 3).

The vast majority (95%) of respondents had graduated from high school, with 30% having only a high school diploma or GED. The remaining two-thirds of respondents had attended some college, had a college degree, or a career certificate. Still, over one-third (36%) said they were interested in taking community college classes and 40% said they would be interested in a job training and placement program. (See Appendix 3).

Participation in an E&T program can help an ABAWD meet the work requirements and maintain CalFresh eligibility, but only 36 of California's 58 counties offered such a program in 2018. Luckily, both Contra Costa and Solano counties have E&T programs, but neither is able to provide enough slots for all ABAWDs. Contra Costa County contracts with the Foundation of California Community Colleges to offer the Fresh Success program. Fresh Success participants gain access to educational programs and training to improve basic skills and improve employability (e.g. through English language learning and high school equivalency) as well as programs that provide career technical/vocational training and education. Participants also receive services such as career counseling; interview training; resume development, job search, and placement (E&T Job Club); job retention services; and other supports to reduce barriers to program participation such as reimbursement for transportation, textbooks, and supplies.

Contra Costa County began piloting its voluntary Fresh Success program in 2017. Contra Costa County partners with Opportunity Junction and Rubicon Programs, which are Fresh Success providers operating through the Foundation. In 2017 both programs combined provided E&T



slots to 88 individuals. In October of 2019 all of the Contra Costa community colleges plan to begin participating in the Fresh Success program as E&T providers.

There is also a significant spatial mismatch between where ABAWDs live and where E&T providers are located. The majority of ABAWDs live in East and West Contra Costa, but the majority of E&T providers are located in Central County. (See Appendix 1)

According to Opportunity Junction, one of the East County E&T providers, 98% of the people they served lacked the skills for an administrative job. 82% suffered from past trauma, 29% had a history of domestic violence, 22% had a criminal conviction, 21% had a disability, and 19% had a history of addiction. Furthermore, 19% lacked stable housing and 12% did not have a high school diploma. While E&T programs are designed to help people gain the skills they need for an administrative job, they are not properly funded or prepared to remove all the other very common barriers to employment that their clients face. (See Appendix 1)

We know that many vulnerable populations will be disproportionately impacted by the ABAWD time limits, and existing flexibility around the 12% individual exemptions is essential to adequately support them. While the 2018 Farm Bill modified the number of exemptions that states can receive each year from 15 percent to 12 percent, it did not change their ability to carry over unused exemptions forward. We believe maintaining state flexibility to utilize a pool of prior exemptions is absolutely essential.

In Contra Costa County's public comments on this proposed rule, they acknowledge that their ability to implement a smooth transition to ABAWD rules relies on the state's banked exemptions. In the past counties have largely only used individual exemptions to correct errors, but community partners in Contra Costa have asked the county to also prioritize particularly vulnerable populations like former foster youth, homeless individuals, people with prior convictions, and those experiencing or fleeing domestic violence. The flexibility to use those banked hours to protect some of the most vulnerable ABAWDs is a core part of our implementation strategy in Contra Costa. Community partners, led by the Food Bank, submitted a formal request to the county, asking that they prioritize individual exemptions for administrative efficiency and in order to protect populations with particularly significant barriers to employment. (See Appendix 4)

Because Contra Costa's waiver will expire at the end of August, people who are subject to but not meeting the ABAWD requirements will exhaust their three countable months at the end of November. People will be kicked off for the month of December and then regain eligibility for 3

additional months once California's statewide clock resets on January 1, 2020. In order to avoid the administrative burden of taking brand new applications from all these individuals and to provide benefit consistency for clients, community partners have also recommended using 12% exemptions to keep people connected to benefits for a total of 7 months instead of 3 and 3. Due to the unique timing of Contra Costa's ABAWD waiver loss, the flexibility to apply banked exemptions to this population will reduce administrative red tape and keep people connected to services and benefits. (See Appendix 4)

We are also deeply concerned that this proposed rule will hamper our ability to provide a timely response to the increase in food need prompted by future economic recessions. California and Contra Costa have enjoyed nearly a decade of economic growth, but many economists are predicting an upcoming downturn. The fact that an area must have a reported unemployment rate of 6-10% for a full year before qualifying for an ABAWD waiver will create an incredible strain on emergency food providers, as we would be forced to bridge that lengthy gap in between increased need and available assistance.

During the Great Recession, Contra Costa's annual unemployment rate first breached the 7% threshold in 2009, [jumping from 6.2% in 2008 to 10% in 2009](#). Under the proposed rule, Contra Costa would not have qualified for an ABAWD waiver until 2010, but our Food Bank's historical records show that we saw a 55% increase in the demand for our services between 2006 and 2010. (See Appendices 5 and 6). According to the Food Bank's 2008 annual report, between 2006 and 2007 alone there was a 20% increase in demand for our services. If the proposed rule had been in effect during the Great Recession, emergency food providers like ours would have seen an even greater increase in need for our services.

Economic downturns hit our most vulnerable citizens first and hardest, and our organizations often see an increase in need before it is reflected in Bureau of Labor Statistics Data. Requiring that counties must have an elevated unemployment rate for a full year before qualifying for an ABAWD waiver will increase hunger and place an undue burden on organizations like ours.

As our work in Contra Costa to prepare for the re-instatement of ABAWD time limits shows, this is an incredibly complicated rule to implement. This proposal does not offer adequate time for currently-waived counties, E&T providers, and community based organizations to adequately train, prepare, and respond to the widespread impacts of time limits.

## **SNAP Works in Solano County**

Under current ABAWD waiver guidelines, Solano County is expected to continue to receive an ABAWD area waiver through August 2020, based on current criteria. The availability of jobs and resources remains lower in Solano than in Contra Costa, and on average the need is higher.

Currently [11.8% of Solano](#) residents live below the official poverty level. The California Poverty Measure, which takes into account the cost of living and in-kind benefits, calculates that the poverty rate is really [15.6% in Solano](#).

The Solano County Health and Human Services Department provided CalFresh assistance to 38,019 individuals in Solano County during the third quarter of FY 2019. This constitutes 9.5% of the total county population, and shows a 116% increase in recipients over the last 10 years. (See Appendix 7)

Cutting people off CalFresh harms California's food economy and moves a very powerful economic generator. Solano County is located within Congressional Districts 3 and 5, and CalFresh brings [1,246 and 817 jobs to each district](#), respectively. CalFresh households in District 3 receive \$125 million in benefits each year, generating \$223 million in economic activity. CalFresh households in District 5 receive \$82 million in annual benefits, generating \$146 million in economic activity.

The majority of Solano CalFresh recipients (21,145 individuals) are female, and the most common household type is female head of household, or single mothers. The majority of recipients (16,495 individuals or 43%) are under the age of 18, leaving 57% or 19,491 in the predominant working age group of 18-64. (See Appendix 7)

The racial and ethnic makeup of Solano's caseload is diverse. African Americans represent 30% of CalFresh recipients (11,227 individuals) but just [13.7%](#) of the Solano population. Hispanics represent 25% of CalFresh recipients (9,324 individuals) and about [25%](#) of the overall population, as well. Whites are underrepresented, at 22% of the CalFresh caseload (8,455 individuals,) but 40% of the population overall. Despite the diversity, 88% of the caseload cites English as their Language spoken (33,274 individuals), with 10% of the population speaking Spanish and 1% of the population speaking Tagalog. Compared to the general population, CalFresh households have a significantly higher rate of having an individual in the household with a disability at 46%. (See Appendix 7)

This proposed rule would also force Solano County to lose its existing ABAWD waiver and re-implement time limits. While the exact number of ABAWDs has not been estimated, Solano County reports that 13.4% of their CalFresh caseload is unemployed. It is likely that many of those people who aren't working have children in the household, disabilities, or meet other exemptions from the ABAWD time limit, but this proposed rule could threaten the assistance of thousands of job-seekers in Solano.

While the overall 2017 unemployment rate in Solano of [4.8%](#) was below the 7% threshold set forward in this proposal, data suggests that certain groups experience much higher rates of unemployment than others. The Columbia Population Research Center found that people of [color, people with low levels of education, and women are disproportionately harmed by ABAWD time limits](#).

According to Solano County's Health and Human Services department, [four of out the top five occupations in Solano County have wages below the self-sufficiency standard](#), indicating that many of the work opportunities are low-wage, entry level positions with few benefits. Solano County has recently begun to expand its CalFresh E&T programs to include Goodwill and Probation to leverage Workforce Innovation and Opportunity Act (WIOA) service delivery with their E&T clients. Goodwill provides transitional jobs to E&T participants, and Probation provides expanded employment and training services to individuals on probation that receive CalFresh assistance.

Transportation is a particular challenge in Solano County, as there is very little public transportation infrastructure and long distances between many communities. Resources are far less concentrated in Solano than they are in Contra Costa.

Agricultural farm work in particular presents challenges in that it is seasonal, subject to weather, and many employed in that sector do not speak English. In the agricultural off-season there simply aren't other jobs to sustain that workforce, and many individuals and families turn to CalFresh to smooth the gap.

The Employment Development Department of California projected that between 2014-2024 the ["top three occupations with the most job openings in Solano are retail salespersons; cashiers; and combined food preparation and serving workers, including fast food."](#) These occupations have median wages ranging from \$9.74 to \$10.73 per hour and require no formal educational credential. In addition to low pay, all three of these industries offer unpredictable work schedules and few benefits.

### **Rule Will Unsustainably Increase Demand For Our Services**

One in 8 people in Contra Costa and Solano counties already turn to the Food Bank of Contra Costa and Solano each month. The Food Bank's 2018 Hunger Study showed that 64% of households we serve have seniors, children or both. Nearly half (46%) of Hunger Study respondents reported their households earned \$15,000 or less in gross income over the last year. (See Appendix 8)

The majority of clients we serve are working or would not be expected to work due to age or disability. A full quarter of households we serve include a senior or person with disability receiving Supplemental Security Income (SSI) benefits.

Among those who are working, 31% reported working less than 20 hours a week. This is the reality of today's low wage job market – schedules are variable and don't provide benefits or financial stability for workers. Among those who were looking for work, 30% had been actively seeking employment for over 3 months and another 30% had been looking for over a year.

As a result, the majority of our clients reported that they need to make difficult tradeoffs every month between paying for food and utilities, transportation, and housing costs. A third reported that they need to choose between paying for food or medicine. More than half of the households we serve have a member with high blood pressure and over a third have a member with diabetes.

A third of all households that we serve also rely on CalFresh benefits. Most families tell us that their benefits last them through the first 2 or 3 weeks of the month, and then they rely on us to bridge the gap. If thousands of our clients were to look the entirety of their CalFresh benefits each month, they would need to rely much more heavily on our services.

An incredible 29% of those we serve rely on us for at least half of their food. 11% reported that almost all of their food comes from the Food Bank. We are already expecting these number to increase as Contra Costa loses its ABAWD waiver this year, and it would rise even further if Solano were to, as well. We are deeply troubled by this trend, as our programs are designed to be supplemental – not constitute the entirety of someone's diet.



## **SNAP Works in The North State Region**

The Food Bank of Contra Costa and Solano is a member of Feeding America, a national network of food banks. We are the lead Food Bank in charge of overseeing distributions in 15 Northern California counties, and work closely with seven smaller food banks located throughout the region.

Northern California is currently an underserved region with regard to free food resources for low-income people. The food assistance available is supplied through a patchwork of government and nonprofit programs. Coordination of efforts is challenging due to lack of funding for operating expenses and capacity building. Food pantries exist where faith-based efforts choose to operate them; they may not be close to areas with high low-income populations. (See Appendix 9)

The anti-hunger emergency network is strained incredibly thin in the North State region. Last year one of our partner food banks that served 5 counties in the area pulled out of the Feeding America contract. The Food Bank of Contra Costa has needed to step in to coordinate ongoing grocery recovery and local agency distribution for Butte, Glenn, Colusa, Plumas and Sierra counties. (See Appendix 10)

According to the Public Policy Institute of California, poverty in the state's northern region would [increase by 9.9% without safety net programs like CalFresh](#). Their California Poverty Measure, which takes into account the cost of living and in-kind benefits, calculates that the poverty rate is [17.2% across Colusa, Glenn, Tehama, and Trinity counties and as high as 20.6% in Butte](#). In 2017 the county-level unemployment rate was [5.7% in Butte, 7.5% in Glenn, 14.3% in Colusa, 8.9% in Plumas and 6.5% in Sierra](#).

Last year in California's first Congressional district, which encompasses most of the North State Area, 83,962 individuals (11.7% of the district) participated in CalFresh. This brought \$136 million in food benefits and \$243 million in economic activity to the district. That economic activity contributed to 1,360 jobs in the district, as well, including jobs across the food retail and agricultural sectors. 73% of households in the district had at least one working family member in the last year.

### **Proposed Rule Would Hinder Disaster Response**

Hunger is an ongoing and pressing issue in the North State, exacerbated by the repeated, devastating fires it has faced. In 2017, while the Sonoma Complex and Napa County fires received national headlines, some 7 additional fires broke out across Northeastern California. 2018 was far worse, however, with the Carr and Camp Fires occurring within a few months of each other, both of which destroyed urbanized areas with tremendous loss of life, property and livelihood.

The [Camp Fire](#) became the deadliest in state history, killing 85,000 people and destroying 14,000 residences. More than 50,000 people were forced to evacuate at the height of the disaster, and many still have not returned.

The Camp Fire was located in the North State region that our Food Bank now serves directly, and the Carr fire is located in the service area of our partners at Dignity Health in Shasta. We provided significant immediate and ongoing support to both impacted communities, directly distributing over 596,000 pounds of food.

Other Bay Area Food Banks have generously stepped up to provide support to Northern California in the aftermath of these fires, given the severity of need and lack of emergency food assistance in the region. Six food banks, the Food Bank of Contra Costa and Solano, Alameda County Community Food Bank, Second Harvest Food Bank of Santa Clara and San Mateo Counties, San Francisco Marin Food Bank, Redwood Empire Food Bank, and Sacramento Food Bank and Family Services have been running an ongoing distribution rotation since the Camp Fire broke out. In addition, we operate four direct client distributions each month, two in Chico and two in Oroville.

Climate patterns have led Northern California experts to declare that in fact these are not aberrant but represent a [new normal](#) of year-round, devastating fires. These fires are erasing entire towns, and with them the homes, vehicles, and all of the modest resources that thousands of adults have had to live on. In the aftermath of these fires, it is far more difficult for low-income adults to find and document their work, yet food assistance through CalFresh is more necessary than ever to help feed them and provide a much needed stimulus to communities desperate to recover.

Therefore the issue of fires and other disasters is critical to hunger, employment and health in Northern California, and the importance will only increase. Unfortunately, we know that the proposed rule would cause significant harm in these situations because it is structured in a way that would cause a year delay until official unemployment statistics would document the necessary increase in hardship to justify a waiver. This would deny hunger relief when communities would need it most. Even if there was a Disaster CalFresh declaration, that would only provide a single-month of support to impacted families. As our organization knows all too well, it takes far longer than one month to recover from a disaster like these recent wildfires. There are several tools to support the regular CalFresh caseload that would be unavailable to adults disconnected by the proposed rule. Disaster-impacted communities would be reeling from the loss of lives, homes, and businesses, for months before receiving any relief from these strict time limits and work reporting requirements.

In addition to harmful delays, while the numbers of community members who experience loss and displacement are well documented, [it is also more difficult to assess the long-term labor market impact because the Bureau of Labor Statistics does not isolate the effects from natural disasters](#). Because of this lack in data availability, the true consequences could be masked and prevent vital hunger relief. Post-disaster unemployment rates do not capture the people who are displaced out of their county after a disaster and unable to find work in and return to their communities.

Finally, even if someone is able to remain in a disaster-impacted community and find work, their ability to document that work and other verification information needed may have been compromised by the disaster itself.

### **We Rely on Current Regulations, Proposed Rule Would be Extremely Damaging**

The Food Bank relies upon the existing regulations, firmly established over two decades, in order to keep hunger at bay. We have been preparing for the rollout of time limits in Contra Costa, but the addition of implementing ABAWD time limits in Solano and throughout the North State would force us to dramatically increase our service and incur significant costs.

In addition to increasing rates of hunger and poverty in Contra Costa, Solano, and the North State region, this proposed rule sidesteps Congressional intent, which rejected such provisions in the 2018 Farm Bill on a bipartisan basis. The proposed rule will not support pathways to employment and opportunity and will place an impossible burden on food banks like ours to make up the difference. The Food Bank of Contra Costa and Solano is stretched incredibly thin



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providing food assistance for our two counties and the North State region – especially give the ongoing disaster recovery from the fires. We are only able to provide this current, basic level of support to a vast geographic region because of the current ABAWD waiver criteria.

The Food Bank of Contra Costa and Solano therefore respectfully and unequivocally opposes this proposed rule, which would expose even more people to the arbitrary ABAWD time limits and harm our community.

Sincerely,

A handwritten signature in black ink, appearing to read "Carly Finkle".

Carly Finkle  
Policy and Advocacy Manager

## Appendix

1. "CalFresh Eligibility Discovery Report". Glen Price Group, August, 2018.
2. "Contra Costa County CalFresh Recipients May Be Facing ABAWD Time Limits Previously Waived". Contra Costa Employment and Human Services Department, March, 2018.
3. Pruitt, Allison. "2018 CalFresh ABAWD Customer Survey". Policy and Planning, Employment and Human Services Department, September 17, 2018.
4. "Community Recommendations for Use of 12% Exemptions". Food Bank of Contra Costa and Solano, March 1, 2019.
5. "2006 Hunger Study Executive Summary". Food Bank of Contra Costa and Solano, 2006.
6. "Rebuilding America – One family at a time". Food Bank of Contra Costa and Solano, March, 2010.
7. "Local Plan PY17-21 Modification". Attachment A: CalFresh. Solano County Human Services Department, 2016.
8. "State of Hunger: Hunger Study 2018". Food Bank of Contra Costa and Solano, June 2018.
9. "The Heartland of Northern California: Facing Hunger." Food Bank of Contra Costa and Solano, Sierra Health Foundation, 2009.
10. Cooper, Meredith J. "Help for the hungry: Bay Area food bank steps in to fill void in North State grocery recovery". Chico News & Review, August 9, 2018.



# CalFresh Eligibility Discovery Report

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## 1. Introduction

During welfare reform under the Clinton administration, federal legislation was created to ensure that Supplemental Nutrition Assistance Program (SNAP, formerly known as Food Stamp) recipients who were classified as Able Bodied Adults Without Dependents (ABAWDs) worked or participated in a qualifying work activity such as SNAP Employment and Training (E&T) to maintain their SNAP benefits. Individuals deemed ABAWDs who did not participate in such activities could only receive SNAP benefits for three months in a 36-month period. This rule is known as the ABAWD time limit and applies to all states that do not currently have ABAWD waivers.

The current ABAWD waiver for all counties in California is valid until September 2018, at which time ABAWD time limits will be reintroduced in San Francisco, San Mateo and Santa Clara counties after a nine-year hiatus. While some people deemed ABAWDs will be able to find work to maintain their CalFresh benefits, others will not—some may lack the skill sets for available jobs, while others may reside in communities with limited overall work opportunities. Many of those identified as ABAWDs are likely lose CalFresh benefits and go hungry, which will only exacerbate the challenge of finding employment. The drop in CalFresh benefits will also take a toll on the California economy: national research has shown that one dollar in benefits generates \$1.73 in economic activity, including jobs in farm and retail sectors.<sup>1</sup>

As of May 2018, federal and state policies regarding SNAP/CalFresh (California's SNAP program) eligibility, and the requirements placed upon CalFresh recipients who are classified as ABAWDs continue to be in flux. While the waiver will be renewed for most counties in California, the state faces the expiration of this federal waiver and the reinstatement of work requirements for people deemed ABAWDs for all remaining counties in September of 2019. At a more basic level, the federal Farm Bill, which includes provisions for food aid, faces its regular five-year review and revision process in the spring and summer of 2018. The House version of the bill, passed narrowly by the House on June 21, while calling for significant increases in funding for SNAP E&T, also includes proposed changes to eligibility requirements that are likely to cause millions of people to lose access to food benefits.<sup>2</sup>

Contra Costa County is in a unique position to stem the potential loss of CalFresh benefits for individuals identified as ABAWDs, with a committed group of funders, an established CalFresh E&T program, and a group of key public and nonprofit stakeholders.

A planning process, funded by a generous grant from the Walter S. Johnson, the Dean and Margaret Leshner, and the Y. & H. Soda foundations, supported by GPG (the [Glen Price Group](#)), and undertaken collaboratively with a Core Planning Team (CPT) comprised of key

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<sup>1</sup> Economist Mark Zandi from Moody's Economy.com identified this increase in U.S. Gross National Product in January 2008. USDA research resulted in similar numbers.

<sup>2</sup> <https://agriculture.house.gov/farmbill/>

stakeholders,<sup>3</sup> seeks to address the anticipated end of the ABAWD waiver, in September 2019, through multiple “Shared Impact Strategies.” These strategies begin with maximizing the numbers of individuals who are able to receive exemptions from the work requirement. This includes carefully interviewing, screening, and educating CalFresh participants to ensure that all individuals are receiving the exemptions they are entitled to. For those who are still subject to the work requirement, the goal is to enable as many individuals as possible who want to meet that requirement to do so. This may include expanding the number and capacity of providers who can offer CalFresh E&T or workfare services to people deemed ABAWDs on CalFresh to help them meet ABAWD work requirements. A strong communication system needs to be put in place to ensure that people deemed ABAWDs are aware of the challenges and opportunities in front of them, and that for those who are classified as ABAWDs that fall through the cracks, the safety net needs to be bolstered to support their food security. Non-federal funding will need to be identified to support almost all of these strategies.

This Discovery Report is a key first step in the planning process and is intended to inform that process by providing data and analysis that will shape the development of Shared Impact Strategies, concrete actions to be implemented by relevant CPT partners that are aimed at the dual goals of maintaining food security while also enabling CalFresh participants move towards economic mobility. Those Shared Impact Strategies will be developed by the CPT over a period of several months following the completion of this Discovery Report, and will continue to provide a planning framework as the County and its partners seek to flexibly address the changing legislative and policy environment around federal food aid and work requirements.

## **2. Federal and State Policy Context**

### **A. The Federal Farm Bill**

The Farm Bill is a comprehensive piece of legislation that lays out federal policies regarding food and agriculture programs, including the Supplemental Nutrition Assistance Program (SNAP), previously called Food Stamps. The Farm Bill is reauthorized every five years, and with the current bill expiring on September 30, 2018, both the House and Senate are currently working to reconcile their separate versions of the bill.

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<sup>3</sup> The CPT includes representatives from Contra Costa County Employment and Human Services Department, Contra Costa County Workforce Development Board, Food Bank of Contra Costa and Solano, Western Center on Law and Poverty, the Foundation for California Community Colleges, Rubicon Programs, and Opportunity Junction. Amy Chitayat also contributed to multiple drafts of the Discovery Report, along with providing research and writing for the sections on workfare.

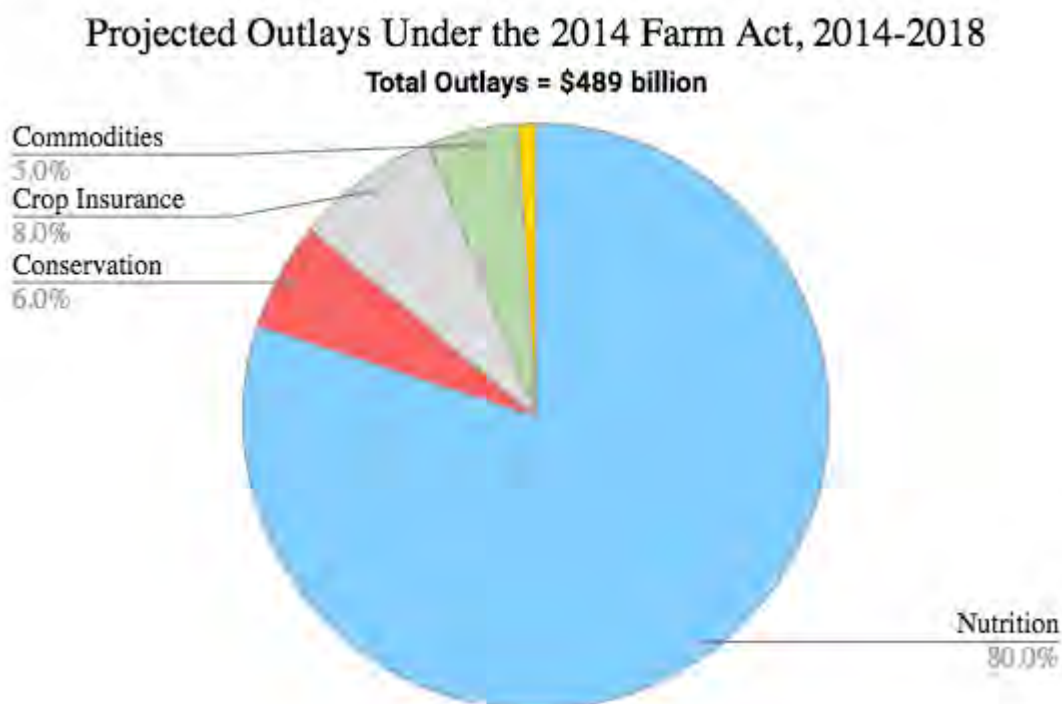


Figure 1

In the House of Representatives, the House Agriculture Committee, Subcommittee on Nutrition has jurisdiction over the Farm Bill, released a draft bill on April 12, 2018, which was passed solely with Republican votes on June 21, 2018. The bill would increase state administrative grants from \$90 million in FY 2019 to \$1 billion in 2021 and following years.

The draft bill includes extending the upper age limit for those who must meet work requirements from 49 to 59, and removes exemptions for those with children older than six years of age. The bill includes some protections for SNAP E&T participants by requiring a new mandatory level of services for those who are subject to the expanded work requirements, including required case management services with individualized service plans. While this would be an improvement over current law, under which people deemed ABAWDs are not automatically guaranteed E&T services, the capacity of states to provide these services would be a significant concern. It is estimated that these new work requirements could impact up to seven million individuals per year.<sup>4</sup> This will create significant capacity challenges for states that are trying to create enough work or training opportunities for existing participants. The most recent data for the federally-funded workforce system indicates that WIOA Title I-funded programs served 6.8 million participants in Program Year 2015, meaning this expansion of work requirements could effectively double required service levels through the American Job Center network and other system partners. In addition, the new rules would require substantial new administrative capacity at the state and local levels to help monitor and track individual participation in qualifying activities, making these programs far more difficult and costly to run.

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<sup>4</sup> *GOP proposes stricter work requirements for food stamp recipients, a step toward a major overhaul of the social safety net*, Washington Post, April 12, 2018.

In January 2018, U.S. Secretary of Agriculture Sonny Perdue stated that SNAP work-eligibility rules are necessary to discourage a “lifestyle” of welfare dependence, and in February proposed a “Harvest Box” program of food kits distributed to the poor as a cost-saving replacement for some SNAP aid. In 2017, spending on SNAP fell 15 percent, to \$68 billion, from its peak four years earlier, and about 41.7 million people were using the program as of November 2017, the most recent month for which data is available. Because SNAP accounts for 80 percent of the spending on the Farm Bill, the debate over eligibility criteria is likely to be contentious.

Further complicating the federal policy landscape, on April 10, 2018 the Trump administration released an executive order directing federal agencies to expand existing work requirements for low-income Americans receiving federal aid, including food assistance. The order directed federal agencies to review all policies related to current work requirements, including exemptions and waivers, and to make recommendations to the White House within 90 days. Advocates for these changes have indicated their interest in helping people increase their economic independence and to ensure that federal tax dollars are being spend on the truly needy.<sup>5</sup>

*Proposed Rulemaking Related to Individuals Identified as Able-Bodied Adults Without Dependents (ABAWDs)*

With regard to potential changes in the Farm Bill related to work requirements for people deemed ABAWDs, the Food and Nutrition Service (FNS) of the U.S. Department of Agriculture (USDA) released a notice of proposed rulemaking on February 23, 2018. The notice indicates that the Department is “soliciting public comments on potential policy, program, and regulatory changes that could advance its goal of addressing food insecurity by helping able-bodied SNAP recipients obtain and maintain employment and aligning program regulations with the President’s Budget proposals related to individuals identified as ABAWDs.” The notice further states that “The Department seeks input on potential regulatory or other changes that might better support States in accurately identifying (people deemed) ABAWDs subject to the time limit and providing meaningful opportunities for them to move towards self-sufficiency.”<sup>6</sup>

## **B. SNAP-CalFresh**

SNAP (CalFresh in California) is a Federally mandated, State-supervised, and County-operated government entitlement program that provides monthly food benefits to assist low-income households in purchasing the food they need to maintain adequate nutritional levels. CalFresh helps improve the health and well-being of qualified households and individuals by providing them a means to meet their nutritional needs. In general, these benefits are for any food or food product intended for human consumption and help to put healthy and nutritious food on the table. The amount of benefits someone can receive is dependent on family size, countable income, and monthly expenses such as housing and utilities.<sup>7</sup> In 2017, the monthly average number of

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<sup>5</sup> *Trump executive order strengthens work requirements for neediest Americans*, Washington Post, April 10, 2018.

<sup>6</sup> Department of Agriculture, Food and Nutrition Service, 7 CFR Part 273, Supplemental Nutrition Assistance Program: Requirements and Services for Able-Bodied Adults Without Dependents; Advance Notice of Proposed Rulemaking, Federal Register, Vol. 83, No. 37, Friday, February 23, 2018.

<sup>7</sup> See: <http://www.cdss.ca.gov/inforesources/calfresh> and <https://foundationccc.org/What-We-Do/Student-Services/FreshSuccess>

individuals receiving CalFresh benefits was over 4.1 million statewide and nearly 63,000 in Contra Costa County.<sup>8</sup>

### **C. ABAWD Time Limits, Work Requirements, and Waiver Rules**

The time limit for the receipt of federal food assistance for people deemed ABAWDs between the ages of 18 and 49 was first established in 1996 through the Personal Responsibility and Work Opportunity Reconciliation Act. The Food and Nutrition Act of 2008, as amended (the Act), limits the amount of time an individual deemed an ABAWD can receive SNAP benefits to 3 months in a 36-month period, unless the individual is working and/or participating in an employment and training (E&T) program 80 hours per month or more, or participating in workfare.<sup>9</sup> Individuals are exempted from ABAWD status for several reasons, including age, unfitness for work, or having a dependent child. The Act also provides state agencies with flexibility to request a waiver of this time limit if unemployment is high or an area does not have a sufficient number of jobs to provide employment. Moreover, the Act gives states discretion to distribute exemptions to counties for 15 percent of the individuals who would otherwise be subject to the time limit.

In response to the varying access to employment opportunities around the country, regulations enable states that have an average unemployment rate that is 20 percent above the national average for a recent period of 24 months to receive a waiver of the ABAWD SNAP time limit requirements. California counties have met this criterion since the start of the great recession in 2008, and the state's request for a waiver has been approved through August of 2018. Based upon current data, it is anticipated that all counties in the state, except for Alameda, San Francisco and Santa Clara counties will meet the criterion to be approved for a waiver through August 2019.

### **D. Meeting Work Requirements**

At present there are a number of different options for individuals to meet ABAWD work requirements: working for at least 80 hours per month, participating in CalFresh E&T or another qualifying activity for the same number of hours, or participating in workfare.

#### ***CalFresh Employment & Training***

Individuals who receive CalFresh benefits may be eligible for specific Employment & Training (E&T) programs through their county. CalFresh E&T is administered by the California Department of Social Services with funding from the U.S. Department of Agriculture Food and Nutrition Service (USDA FNS).

Funds for CalFresh E&T services are flexible, sustainable, and largely uncapped, and yet the program is underutilized—the federal budget for California was just under \$60 million for federal fiscal year (FFY) 2017.

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<sup>8</sup> CalFresh Data Dashboard, California Department of Social Services. <http://www.cdss.ca.gov/inforesources/Data-Portal/Research-and-Data/CalFresh-Data-Dashboard>

<sup>9</sup> Workfare is an approach that enables people deemed ABAWDs to do unpaid work through a special State-approved program. For workfare, the amount of time worked depends on the amount of benefits received each month.



CalFresh E&T can fund a wide variety of student success and workforce services—from career counseling and work-based learning to vocational training and job retention. It also can fund participant reimbursements such as textbooks, transportation, emergency housing, and dental care. CalFresh E&T funds can be braided with other funding sources to expand existing programs or dedicated to new programming. The wide range of services and reimbursement opportunities makes E&T one of the few workforce development resources with the flexibility to ensure each participant’s needs can be met.

A capped federal SNAP E&T grant, known as “100 percent funds,” is available to the state and participating counties each year. These are formula grants that do not require a match from the state. The grant for FFY 2017 was \$11.3 million. A larger federal CalFresh E&T funding stream, known as “50 percent reimbursement funds,” can expand to meet needs if programs fulfill a matching funds requirement. With few exceptions, match funds must be non-federal and not already used to match federal funds.

Traditionally, most match funding has come from the counties. Recently, a new model for meeting match requirements, the third-party partner model, has created a significant opportunity to expand CalFresh E&T services. Under this model, community colleges, community-based organizations (CBOs), and other employment and training providers can use their own state, local, municipal, private, or foundation match funds to secure federal CalFresh E&T funds and provide services.

In the past decade, providers in multiple states have significantly grown their SNAP E&T programs and funding through the third-party partner model. For example, in Washington State, an early pioneer of the third-party reimbursement model, all 34 community and technical colleges and over 60 CBOs offer SNAP E&T. The program has demonstrated impressive outcomes in the areas of employment and wages, which has led to a reduced need for public benefits.<sup>10</sup> Fresh Success, described below, is a third-party partner model that currently is operating in Contra Costa County.

Counties can create similar results to those achieved in Washington state for their E&T programs by embracing the following goals:

**1. Increase the quality of CalFresh E&T services.** Skills-based, job-driven, and high-quality CalFresh E&T programs lead to proven outcomes. They offer training that is responsive to employer needs, connect participants with jobs in the local labor market, promote work-based learning, provide robust support services to address barriers, offer industry-recognized credentials and degrees, and create seamless connections to other service providers.

**2. Expand the number of people served by CalFresh E&T.** Less than three in one-thousand CalFresh recipients participate in CalFresh E&T due in part to inadequate access.<sup>11</sup> Aggressively leveraging federal funds to expand programs statewide is one strategy for addressing this challenge

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<sup>10</sup> More information on Washington State’s Basic Food Employment and Training program is available at <http://www.aecf.org/resources/washington-states-basic-food-employment-and-training-program/>

<sup>11</sup> Data from September 2015 is available at <http://www.dss.cahwnet.gov/research/PG359.htm> and <http://www.dss.cahwnet.gov/research/PG352.htm>. The number of CalFresh E&T participants may be partially duplicated.

to participation.

**3. Protect and expand access to CalFresh benefits.** CalFresh helps to ameliorate the harmful impacts of poverty, food insecurity, and poor nutrition on health and wellbeing. Yet California has one of the lowest enrollment rates in the country for eligible persons. Beginning in September 2018, CalFresh benefits will be at risk for individuals classified as ABAWDs in some counties, who will face a time limit when they are unable to find work. Participation in CalFresh E&T creates an exemption from these time limits and thus allows people deemed ABAWDs to remain on CalFresh.

### Workfare

Workfare under CalFresh is a volunteer opportunity in which unpaid work is performed to receive CalFresh benefits. Workfare hours required to meet the ABAWD work requirement are equal to a household's CalFresh allotment divided by the local minimum wage. These hours are generally significantly lower than the combined 80 hours per month required for other methods of meeting ABAWD work requirements and can therefore reduce barriers to participation by people identified as ABAWDs. However, with some exceptions, workfare has historically been less effective at preparing individuals for the workforce.

Workfare may best be considered as one of a menu of options to address work requirements for people deemed ABAWDs. While CalFresh E&T is typically the best fit for individuals classified as ABAWDs seeking to benefit from services offered by CalFresh E&T providers, workfare may be the best fit for people deemed ABAWDs who cannot participate in CalFresh E&T due to a lack of availability, interest, or ability to benefit. It also may be the only option available to those classified as ABAWDs when CalFresh E&T slots are filled. Due to its reduced cost, non-E&T workfare can make limited philanthropic dollars go much further toward the goal of maintaining food security for all of those who are identified as ABAWDs.

In general, one or all non-exempt household members can meet the hourly workfare obligation over the course of a month. Workfare sites cannot use workfare participants to replace or prevent the employment of another individual, and vacancies due to hiring freezes, terminations, or lay-offs cannot be filled by workfare participants unless it can be demonstrated that the vacancies are a result of insufficient funds to sustain former staff levels. Workfare cannot be related in any way to political or partisan activities.

Four different workfare models are described below. Please see the table following the descriptions for a comparison of relevant models. CDSS confirmation of many of the details below is pending.

#### *1) CalFresh E&T Workfare*

CalFresh E&T workfare may be offered as a part of a package of services or a stand-alone service. Workfare offered through CalFresh E&T is costlier than non-E&T workfare options, due to its additional CalFresh E&T administrative requirements. It is optimally provided by those who are providing a package of CalFresh E&T services, since the CalFresh E&T reimbursement is highest for intensive, higher-impact workforce services. The large reimbursement balances the large investment in startup and administrative costs.

A 30-day job search activity offered before workfare is considered part of workfare and satisfies

the ABAWD work requirement for that initial month. In addition, unpaid E&T work experience in a public or nonprofit setting as defined in federal regulations may be reclassified as workfare and be subject to the lower hours requirement.

Participating workfare sites must offer job-related benefits such as workers' compensation to workfare participants at the same levels and to the same extent as similar non-workfare employees (health care and similar benefits are not applicable.) Workers' compensation may already be funded by CDSS (to be confirmed).

## *2) Non-E&T Workfare*

Non-E&T workfare requires very limited startup and administrative responsibilities in comparison to CalFresh E&T and is therefore a less costly option per person deemed an ABAWD. While documentation of ABAWD hours must be submitted to the county, a workfare site does not need to prepare proposals/CalFresh E&T plans, complete individual assessments, confirm ongoing CalFresh and CalFresh E&T eligibility, offer participant reimbursements such as gas cards and bus passes, submit quarterly reporting data, track and report on outcomes, complete staff time records, invoice for its time, or participate in audits, as is generally required for CalFresh E&T service providers.

Initial research suggests that two forms of non-E&T workfare may be viable options for Contra Costa County: volunteer workfare, in which a public or nonprofit agency establishes a Memorandum of Understanding or similar agreement with a county and submits documentation of hours worked to the county, and a form of workfare referred to in federal regulations as "comparable workfare."

## *3) Comparable Workfare*

Comparable workfare is a federal option that allows states significant flexibility to define their own workfare program, as long as people deemed ABAWDs perform volunteer work without pay and meet comparable workfare requirements under 7 CFR 273.7(m)(9).<sup>12</sup> States can propose

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<sup>12</sup> **273.7(m)(9) Comparable workfare programs.** *In accordance with section 6(o)(2)(C) of the Food Stamp Act, State agencies and political subdivisions may establish programs comparable to workfare under this paragraph (m) for the purpose of providing (people deemed) ABAWDs subject to the time limits specified at § 273.24 a means of fulfilling the work requirements in order to remain eligible for food stamps. While comparable to workfare in that they require the participant to work for his or her household's food stamp allotment, these programs may or may not conform to other workfare requirements. State agencies or political subdivisions desiring to operate a comparable workfare program must meet the following conditions:*

*(i) The maximum number of hours worked weekly in a comparable workfare activity, combined with any other hours worked during the week by a participant for compensation (in cash or in kind) in any other capacity, must not exceed 30;*

*(ii) Participants must not receive a fourth month of food stamp benefits (the first month for which they would not be eligible under the time limit) without having secured a workfare position or without having met their workfare obligation. Participation must be verified timely to prevent issuance of a month's benefits for which the required work obligation is not met;*

*(iii) The State agency or political subdivision must maintain records to support the issuance of benefits to comparable workfare participants beyond the third month of eligibility; and*

*(iv) The State agency or political subdivision must provide a description of its program, including a methodology for ensuring compliance with (m)(9)(ii) of this section. The description should be submitted to the appropriate Regional office, with copies forwarded to the Food Stamp Program National office.*

a plan to their FNS regional office for approval. One option that has been discussed with CDSS is to allow individuals classified as ABAWDs to volunteer for for-profit businesses and individuals (other than CalFresh recipients), in addition to the traditional workfare options of public and nonprofit agencies. While the option of volunteering for individuals opens the possibility of claiming activities that people deemed ABAWDs may already be already engaged in (e.g., offering child care to a neighbor), the likelihood of FNS approval of such a proposal is unknown. The remainder of this section will refer to workfare sites instead of individuals.

Under comparable workfare, a person classified as an ABAWD must find an available workfare site by identifying a site on his or her own or learning about the site through others, and volunteer for the required number of hours to maintain benefits. The workfare site must offer the volunteer opportunity, provide supervision, and confirm the number of hours worked per month (in the form of a letter, timesheet, electronic verification, verbal confirmation to the county, etc.) While the record of confirmation of hours “must be verified timely to prevent issuance of a month's benefits for which the required work obligation is not met” (7CFR 273.7(m)(9)), a response from CDSS to a related question on volunteer workfare suggests that the record may not need to be sent monthly but rather at the time of semi-annual reporting, recertification, regaining of eligibility, and required reporting within 10 days of certain changes in status or reduction in hours below the ABAWD work requirement.

The county is responsible for confirming the authenticity of the record of confirmation of hours if there is any doubt, maintaining eligibility for people deemed ABAWDs who complete their work requirements, and making initial determinations of good cause. These activities are also required for other workfare options.

Pennsylvania offers a comparable workfare program, and has chosen to limit workfare sites to nonprofit agencies. Use of the comparable workfare program is relatively low in Pennsylvania. This may be in part because individuals identified as ABAWDs are asked to arrange volunteer opportunities with nonprofits on their own (the state does not identify or keep track of placements.) In addition, Pennsylvania seems to have standardized the number of hours required at 24 hours, rather than calculating the hours as an individual household's benefit divided by the minimum wage. If individual calculations were used instead, required hours could be reduced and thereby limit barriers to participation. In addition, the state does not provide a confirmation of hours form directly to people deemed ABAWDs; community service sites download a [form](#) to estimate ABAWD hours prospectively and submit it directly to the state every six months.

In California, San Francisco and Santa Clara Counties may be exploring the comparable workfare option with CDSS (to be confirmed). If the planning group were interested in pursuing comparable workfare, further communications with interested counties, the California Welfare Directors Association, and/or CDSS would be an important next step.

#### 4) Volunteer Workfare

Volunteer workfare is a standard workfare option offered by public or nonprofit agencies, in which documentation confirming ABAWD hours must be submitted by the agency directly to the county. According to CDSS, for a program to be considered a workfare site under this option, a Memorandum of Understanding (or similar agreement) between the county and the community partner or organization must be established to ensure the workfare site commits to tracking/reporting client attendance.

According to CDSS, community service or volunteer hours performed at any other non-workfare site (without an agreement with the county) must meet the 80 hours per month requirement. Further clarification is needed from CDSS as to whether they will pursue FNS approval of a comparable workfare program, in which the reduced hours formula of the CalFresh benefit divided by local minimum wage might apply.

Section 20 Workfare: Another option for non-E&T workfare is implemented in Colorado, where it is referred to as Section 20 workfare. While SNAP E&T funding is utilized for Section 20 workfare, it is not considered a SNAP E&T program (although similar in many ways), which allows Colorado to access additional Enhanced Funding for every client placed in a job. Under Enhanced Funding, the state earns a share of the benefit reduction or elimination due to procurement of a job, at a rate of 1.5 times the difference from the previous benefit amount. This option does not provide more benefit than other options described in this report for purposes of enabling people deemed ABAWDs to meet work requirements, and so was not explored further.

Some potential practices for both volunteer and comparable workfare are:

- **Confirmation of hours:** The county eligibility worker can provide a paper timesheet form to those identified as ABAWDs as well as create an online link to a paper form for access by these individuals and by workfare sites. The form should include at a minimum the number of hours worked or to be worked, the start and end date of service, a signature by the supervisor, and contact information for the supervisor, site, and volunteer.
- **Hours to meet ABAWD work requirement:** The county can provide a form to people deemed ABAWDs informing them of the minimum number of workfare hours required to meet the work requirement given their current household benefit and the local minimum wage.
- **Good cause:** The county can provide materials to those classified as ABAWDs with instructions on how to document inability to volunteer due to good cause.
- **Identification of workfare sites:** For comparable workfare, the county can provide a standard list of criteria for workfare sites to be counted along with examples of such sites. For both comparable and volunteer workfare, the county can provide a list of workfare sites that have agreed to serve people deemed ABAWDs, following an outreach effort by the planning group. As a best practice, philanthropic funds can incentivize nonprofits to offer quality workfare placements in a range of different industries, and a central hub can provide real-time information on current openings.

The table below compares selected characteristics of programs that enable people to meet ABAWD work requirements, including CalFresh E&T (excluding workfare), CalFresh E&T



workfare, and non-E&T volunteer/comparable workfare.

### Comparison of Programs that Enable People to Meet ABAWD Work Requirements

Characteristics	CalFresh E&T (excluding workfare)	CalFresh E&T Workfare	Comparable or Volunteer Workfare
<b>Minimum hours to meet the work requirement for people deemed ABAWDs</b>	80 hours/mo (with the exception of workfare and unpaid work experience; standalone job club and job search do not count toward hours)	Same as comparable workfare	Volunteer workfare at a site with a county agreement: Total CalFresh benefit per household divided by local minimum wage. This averages out to 12 hours per month for a single individual (the average benefit of \$134 for a single person divided by \$10.50 per hour <sup>13</sup> and rounded down) Comparable workfare: TBD
<b>Allowability of combining hours with WIOA hours, TAA hours or work hours to meet hours requirement</b>	Yes	No – costs cannot be claimed for both CalFresh E&T workfare and CalFresh E&T training in a single month	TBD
<b>Exceptions to hours requirement allowed for good cause</b>	Yes	Yes	Yes
<b>Impact on employability</b>	High with a well-designed program	Typically low as a stand-alone service	Typically low as a stand-alone service
<b>Fit for those identified as ABAWDs seeking to develop employment skills</b>	High if program matches participant interests/skills	Low in general – possible exception is when workfare site is a good match to individual	Low in general – possible exception is when workfare site is a good match to individual employment skills and interests
<b>Fit for those identified as ABAWDs seeking only to retain</b>	Low due to increased hours requirement	High due to reduced hours requirement	High due to reduced hours requirement when applicable

<sup>13</sup> Estimated average benefits are based on FFY 2016 SNAP Quality Control Household Characteristics data, the most recent data with this information. Source: U.S. Department of Agriculture, “SNAP Fiscal Year 2018 Cost-of-Living Adjustments,” [https://fns-prod.azureedge.net/sites/default/files/snap/SNAP\\_Fiscal\\_Year\\_2018\\_Cost\\_of\\_Living\\_Adjustments.pdf](https://fns-prod.azureedge.net/sites/default/files/snap/SNAP_Fiscal_Year_2018_Cost_of_Living_Adjustments.pdf). The minimum wage is based on the California minimum wage of \$10.50/hour; higher minimum wages apply in El Cerrito, Richmond, and with larger employers)

Characteristics	CalFresh E&T (excluding workfare)	CalFresh E&T Workfare	Comparable or Volunteer Workfare
<b>CalFresh</b>			
<b>Administrative requirements and associated costs</b>	Significant administrative costs for service providers of at least \$300-\$600 per person per year and fixed admin costs of at least \$20,000 - \$50,000 per organization (estimate), plus high startup costs for new programs and high admin costs for oversight entities	Same as other CalFresh E&T activities	Volunteer workfare: Minimal administrative costs to workfare sites for signing timesheets, submitting them, and completing an MOU Comparable workfare: Possibly no requirements for workfare sites outside of signing timesheets. (Volunteers may be allowed to submit timesheets themselves and MOUs may not be required.) Counties have minor responsibilities under both options.
<b>Amount of service costs</b>	Depends on program; higher-quality programs can cost up to \$10,000 - 15,000 per person	Costs are minimal and primarily for supervision of volunteers	Costs are minimal and primarily for supervision of volunteers
<b>Availability of federal funds for service provider or workfare site</b>	CalFresh E&T dollars are available as long as any matching funds requirement is met	CalFresh E&T dollars are available as long as any matching funds requirement is met	Volunteer workfare: TBD Comparable workfare: No
<b>Requirement for participant reimbursements such as transportation</b>	At least some reimbursements must be offered and up to 50% of costs may be funded by CalFresh E&T	At least some reimbursements must be offered and up to 50% of costs may be funded by CalFresh E&T	TBD
<b>Ramp-up time</b>	Lengthy except for existing programs	Lengthy except for existing programs	Volunteer workfare: Some time for MOU development Comparable workfare: Minimal time once FNS approves CDSS plan
<b>Workfare site options</b>	Best offered by available workforce providers	May include any public or nonprofit agency that offers volunteer opportunities	Volunteer workfare: May include any public or nonprofit agency that offers volunteer opportunities Comparable workfare: May include any public or nonprofit agency, and possibly also individuals and businesses with FNS approval

## **WIOA**

Work programs funded by the Workforce Innovation and Opportunity Act (WIOA), and activities under the Trade Adjustment Act (TAA) automatically qualify as ABAWD work activities so long as participation is at least 80 hours per month. WIOA Title I programs include Adult and Dislocated Worker Employment and Training Activities and Youth Workforce Investment Activities. WIOA employment and training programs are offered through American Job Centers (AJCs), the workforce service delivery system that helps people with job search and training. AJCs provide a range of services including career counseling, job listings, and job training. WIOA funding is also very limited compared to the pool of potentially eligible workers needing training. However, the recent reauthorization of WIOA required states to implement policies that prioritize more disadvantaged workers, including SNAP recipients.

Under WIOA, states have the option to include SNAP E&T as part of a combined plan with other workforce programs. The proposed WIOA regulations strongly encourage combined planning. However, FNS has not yet issued guidance as to what this would look like or how states would provide annual information in the context of a consolidated plan that must only be submitted every four years.

Under WIOA guidelines, SNAP E&T can be a partner in the AJC one-stop delivery system. These partnerships can provide the opportunity to strengthen collaboration between SNAP E&T and other workforce programs. SNAP E&T programs can work with AJCs to do outreach and make referrals to SNAP E&T programs, carry out skills assessments, and help SNAP participants access the range of services available through the AJC system. WIOA includes enhanced “priority of service” requirements to ensure that public benefits recipients and other hard-to-serve populations are prioritized for WIOA career and training services through the AJC system. Partnerships between the local workforce system and SNAP E&T programs can help to ensure that state and local priority of service advances SNAP participants’ access to WIOA career and training services.

WIOA includes requirements that states and local areas develop career pathways – a combination of education, training, career counseling, and support services to provide alignment with the skill needs of industries. Career pathways can help participants attain a high school diploma or its equivalent, recognized certificates, and/or a postsecondary credential. Typically, multiple agencies and organizations join together to deliver the services that make up a career pathway. To ensure that SNAP E&T programs are effectively integrated in career pathways models, SNAP E&T representatives should help develop and implement such models. SNAP E&T and WIOA funds can be leveraged where appropriate to provide supportive services (such as child care assistance and transportation) that can help SNAP participants participate in education and training offered through a career pathway.

## **3. Contra Costa County Policy and Program Context**

### **A. Planning for the End of California’s ABAWD Waiver**

While the extension of the ABAWD waiver for Contra Costa County for an additional year (through August 2019) has been confirmed, the eventual expiration of this waiver means that the County should begin planning and implementing efforts now to prepare to meet the post-waiver-

expiration needs of people deemed ABAWDs. Specific needs and opportunities include the establishment of exemption practices, creation of messaging and communications, and expansion of access to CalFresh E&T and other qualifying activities to meet work requirements. Currently, the County estimates that approximately 3,900-4,600 individuals may be at-risk of losing benefits when California's waiver expires.<sup>14</sup>

Funders throughout Contra Costa County have come together to address the expiration of the ABAWD waiver in Contra Costa County by supporting a basic response coordinated by the Food Bank of Contra Costa and Solano (FBCCS).<sup>15</sup> The response is a multi-stakeholder initiative focused on both promoting food security and supporting economic mobility, which includes but is not limited to the following activities:

- **Increasing advocacy work** to minimize the impact of the end of the ABAWD waiver (e.g. informing the most appropriate definition of “able bodied” so those with physical or mental limitations are not dropped from the CalFresh program; advocating that the new Farm Bill does not contain punitive measures that affect CalFresh participants)
- **Engaging a Core Planning Team (CPT)** of key stakeholders in problem solving efforts and the development of Shared Impact Strategies, including:<sup>16</sup>
  - Maximizing exemptions
  - Expanding access to CalFresh E&T
  - Engaging individuals classified as ABAWDs in other benefits-qualifying engagement activities
  - Supporting the transition to self-sufficiency
  - Developing a County plan for the 15 percent exemption
- **Coordinating outreach, communications, and education** to reach and inform stakeholders about the the ABAWD waiver and the impact its expiration will have across the County

In February 2018 the funders group convened an initial meeting of 50 individuals from 26 organizations to kick off this process and begin discussions focused on:

- **Screening, Exemptions, Referrals** and ideas for maximizing the number of people who are exempt or not impacted by the expiration of the ABAWD waiver;
- **Employment, Training, and Volunteer Opportunities** and ensuring that there are meaningful work and volunteer opportunities for those that have to meet the work requirement; and
- **Outreach, Communications, and Education** about CalFresh E&T and potential policy changes, and defining, crafting, and delivering the messages that need to be shared with multiple target audiences.

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<sup>14</sup> Contra Costa County (March 2018). *Fact Sheet: Contra Costa County CalFresh Recipients May be Facing ABAWD Time Limits Previously Waived*.

<sup>15</sup> Key funders supporting the work of the larger planning process (beyond the scope of work that included GPG support) include the Dean and Margaret Leshner Foundation, the Walter S. Johnson Foundation, Y&H Soda Foundation, Kaiser Permanente, and the Thomas J. Long Foundation.

<sup>16</sup> The CPT and its planning process focused on developing this Discovery Report and CalFresh Eligibility Shared Impact Strategies is facilitated by the [Glen Price Group \(GPG\)](#), a consulting group supporting nonprofit and public sector clients to maximize their impact. A complete list of CPT members is available in Appendix [B](#).

Key learnings from this first convening are being synthesized and a follow-up meeting will be scheduled. The CPT will also determine how best to work with and leverage the efforts of these larger convenings to best advance the planning effort.

## B. CalFresh E&T in Contra Costa County: Fresh Success

Counties may choose whether to administer an E&T program, and 36 of California’s 58 counties will offer such a program in FFY 2018. Contra Costa County has chosen to implement CalFresh E&T through participating in a program called Fresh Success. Fresh Success is implemented through a statewide intermediary, the Foundation for California Community Colleges (Foundation), which contracts with the California Department of Social Services CDSS to provide administrative, billing, and full oversight functions for selected CalFresh E&T programs. In turn, the intermediary contracts with local community colleges and community-based organizations to provide services. Fresh Success is a type of “third-party partner” program in which federal CalFresh E&T dollars can be drawn down on an essentially uncapped basis when service providers contribute their own non-federal funds to the program. The third-party partner program can support innovative job-driven approaches that help increase employability for participants.

Fresh Success participants gain access to educational programs and training to improve basic skills and improve employability (e.g. through English language learning and high school equivalency) as well as programs that provide career technical/vocational training and education. Participants also receive services such as career counseling; interview training; resume development, job search, and placement (E&T Job Club); job retention services; and other supports to reduce barriers to program participation such as reimbursement for transportation, textbooks, and supplies.<sup>17</sup>

Contra Costa County began piloting its voluntary Fresh Success program in 2017. Contra Costa County partners with Opportunity Junction and Rubicon Programs, which are Fresh Success providers operating through the Foundation.<sup>18</sup> In addition to Contra Costa County, the Foundation is also supporting Fresh Success implementation in Santa Clara, Sacramento, and San Diego counties. Contra Costa County Fresh Success provider roles are described in the tables below.

Table 3: Fresh Success Provider Roles			
Provider	Job Search Training/Work Experience	Job Retention	Vocational Training
<b>Opportunity Junction</b>	Provide: <ul style="list-style-type: none"> <li>Resume, job search, and job application assistance</li> <li>Interview preparation</li> <li>Placement assistance</li> </ul>	Provide up to 90 days of assistance to Fresh Success participants who obtain unsubsidized employment	Prepare participants for administrative careers through computer and life skills training

<sup>17</sup> Background source material for Section 4.B. is from: <https://foundationccc.org/What-We-Do/Student-Services/FreshSuccess>.

<sup>18</sup> The Foundation for California Community Colleges E&T Plan is included as Appendix E.

Table 3: Fresh Success Provider Roles			
Provider	Job Search Training/Work Experience	Job Retention	Vocational Training
<b>Rubicon Programs</b>	<p>Provide intensive services targeted to the specific needs of participants including:</p> <ul style="list-style-type: none"> <li>• Case management, including goal setting and service navigation assistance</li> <li>• Pre-employment job readiness training individually and in groups</li> <li>• Small-group job search training/assistance and digital literacy training</li> <li>• Career advising and development, including career assessments and planning, and experiential learning opportunities</li> <li>• Job placement</li> <li>• Financial stability services to assist participants with improving their credit, starting and funding a savings account, and balancing their budget</li> </ul>	<p>Provide intensive retention services for the first 90 days following Fresh Success participants' entry into unsubsidized employment</p>	

Table 4: Fresh Success Administrative Roles	
Agency	Roles
<b>Foundation for California Community Colleges</b>	<ul style="list-style-type: none"> <li>• Contracting directly with CDSS to operate the Fresh Success program in Contra Costa County</li> <li>• Invoicing CDSS for reimbursement through its statewide Foundation-CDSS contract and providing payment to its subcontracted providers</li> <li>• Monitoring and overseeing the Fresh Success providers to ensure compliance with CalFresh E&amp;T requirements</li> <li>• Providing training and technical assistance for providers for startup and ongoing implementation</li> <li>• Completing annual reporting to CDSS</li> </ul>
<b>Contra Costa County Employment &amp; Human Services Department</b>	<ul style="list-style-type: none"> <li>• Referring CalFresh participants to Fresh Success as appropriate</li> <li>• Enrolling all eligible applicants into CalFresh who were "reverse" referred by the Fresh Success provider</li> <li>• Enrolling Fresh Success participants in CalFresh E&amp;T, using provider-generated Fresh Success pre-enrollment forms if determined to meet E&amp;T criteria</li> <li>• Coordinating with the provider to inform ongoing eligibility of Fresh Success participants</li> <li>• Integrating tabulated data from the Fresh Success providers into quarterly STAT 47 reports</li> </ul>



#### 4. Serving Contra Costa County’s Population of People Deemed ABAWDs

CPT members and content area experts were interviewed at the beginning of the planning process to share their perspectives and inform the work moving forward.<sup>19</sup> These interviewees recognized the ending of the ABAWD waiver as an opportunity to examine local capacity, expand existing services, and develop new partnerships to create a comprehensive response focused on both promoting food security and supporting economic mobility that better serves people deemed ABAWDs in Contra Costa County. Stakeholders agreed that a critical first step in the planning process is to understand the population that will be most impacted by the expiration of the ABAWD waiver as well as the local job market and opportunities for education and training. The CPT worked together to mine existing and gather new data to inform this planning process. The data presented in the sections below were collected through interviews, surveys, and from various County agencies. Data collection methodology and interview and protocols are described in more detail in Appendices A and C.

##### A. Understanding Contra Costa County’s Population of Individuals Identified as ABAWDs

Contra Costa County estimates there are 4,398 individuals classified as ABAWDs currently receiving CalFresh benefits.<sup>20</sup> The majority are U.S. citizens who are male and speak English.

Table 5: Demographics of the Population Deemed ABAWDs					
Gender		Citizenship		Language	
Male	61%	Non-Citizen	3%	English	97%
Female	39%	Citizen	97%	Spanish	2%
				Other	1%

Figures 2 and 3 below illustrate the racial/ethnic composition as well as the geographic location of individuals classified as ABAWDs in Contra Costa County.

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<sup>19</sup> See Appendix B for a list of CPT members and content area experts who were interviewed.

<sup>20</sup> Data in this section are from the Contra Costa County (March 2018) *Fact Sheet: Contra Costa County CalFresh Recipients May be Facing ABAWD Time Limits Previously Waived* and Contra Costa County Employment & Human Services Department (March 2018).

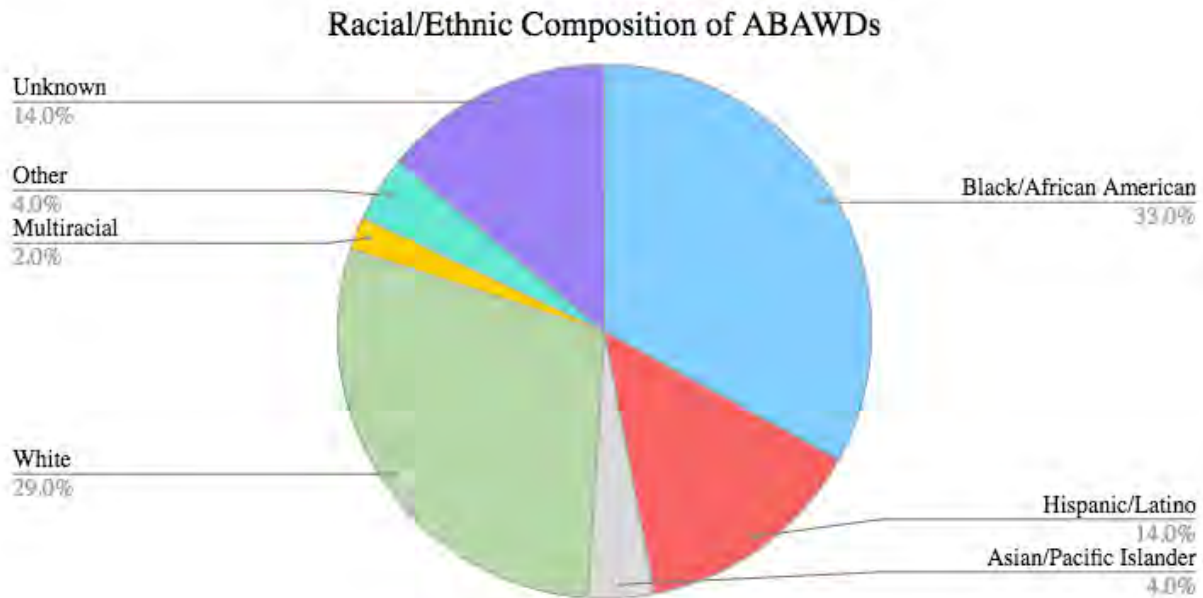


Figure 2

As Figure 2 above illustrates, the largest racial/ethnic groups are Black/African American (33%) and White (29%). Of all people deemed ABAWDs, African Americans are overrepresented as compared to the county's overall African American population (9%). Figure 3, below, illustrates that the plurality of individuals classified as ABAWDs live in East County. Close to 1,000 of the 4,398 individuals classified as ABAWDs live in Antioch alone. The East County region is characterized by higher unemployment than the county average (6.3% vs. 3.9%) and by limited access to public transportation and other support services (qualifying employment and educational activities) needed to maintain CalFresh benefits.

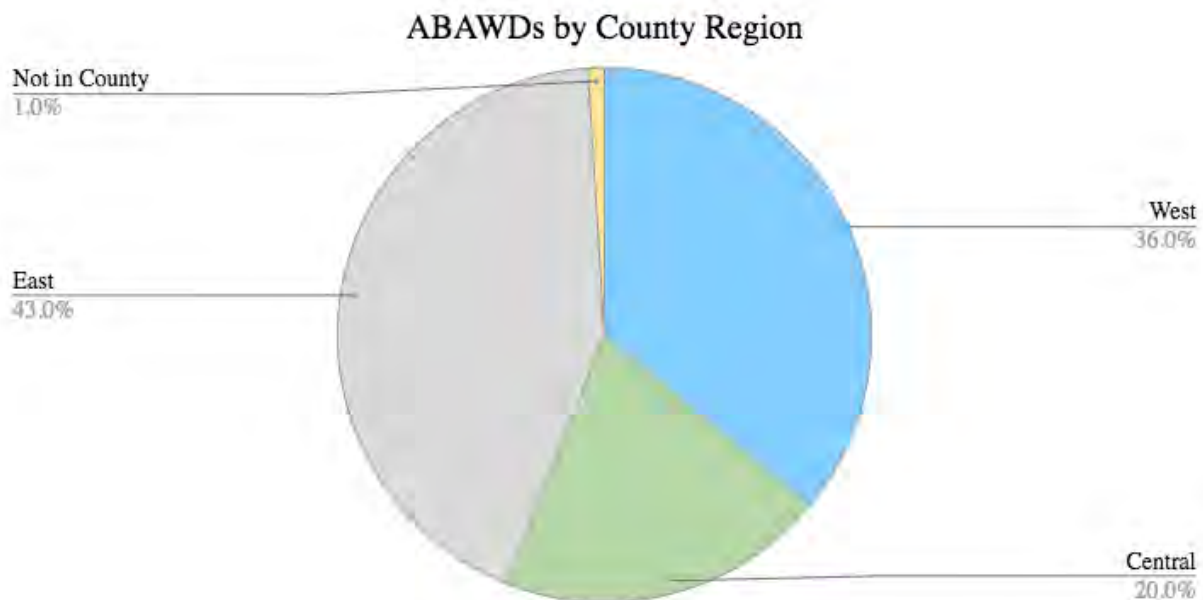


Figure 3

The location of Contra Costa County’s available training opportunities, as demonstrated by its eligible training providers list (ETPL), is significantly misaligned with the regional representation of people deemed ABAWDs. The majority of eligible training providers are located in Central County (19); East and West County each have 10 eligible training providers.

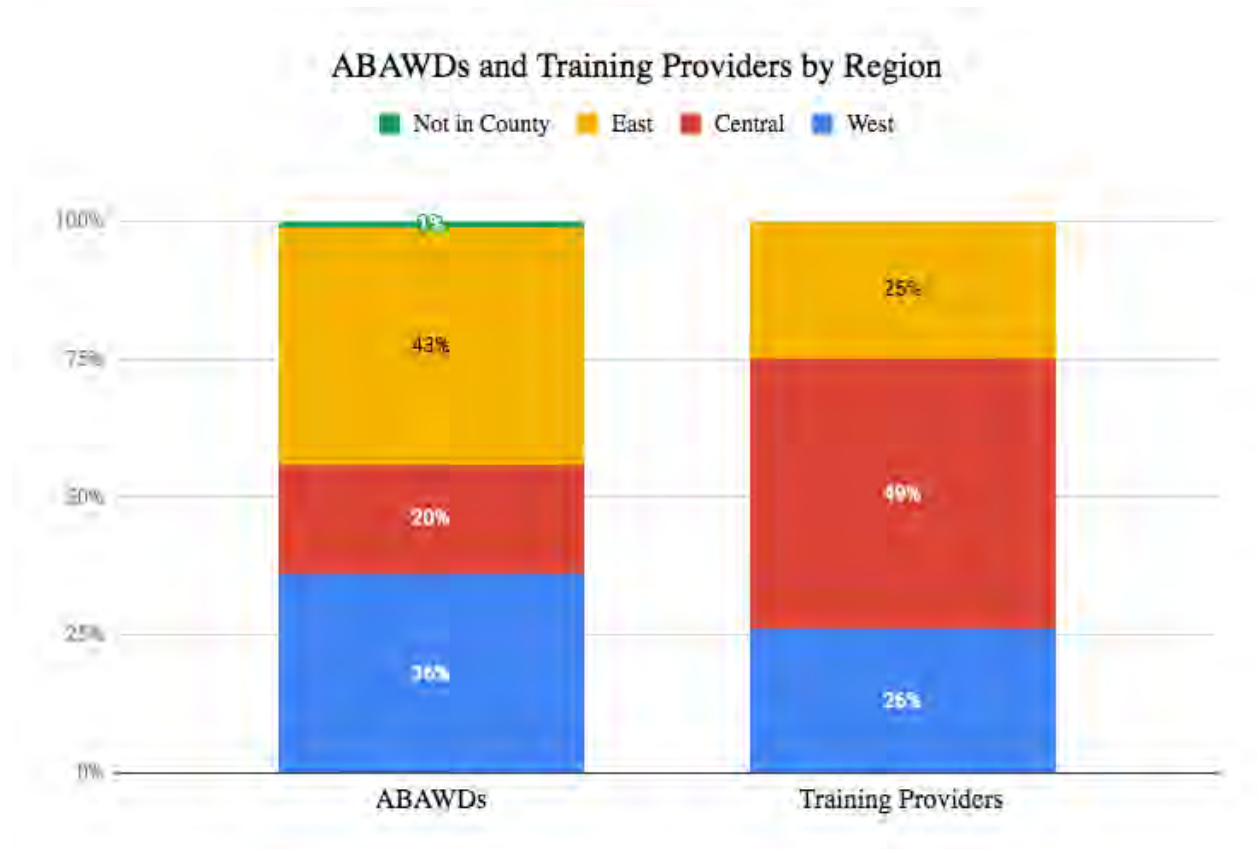
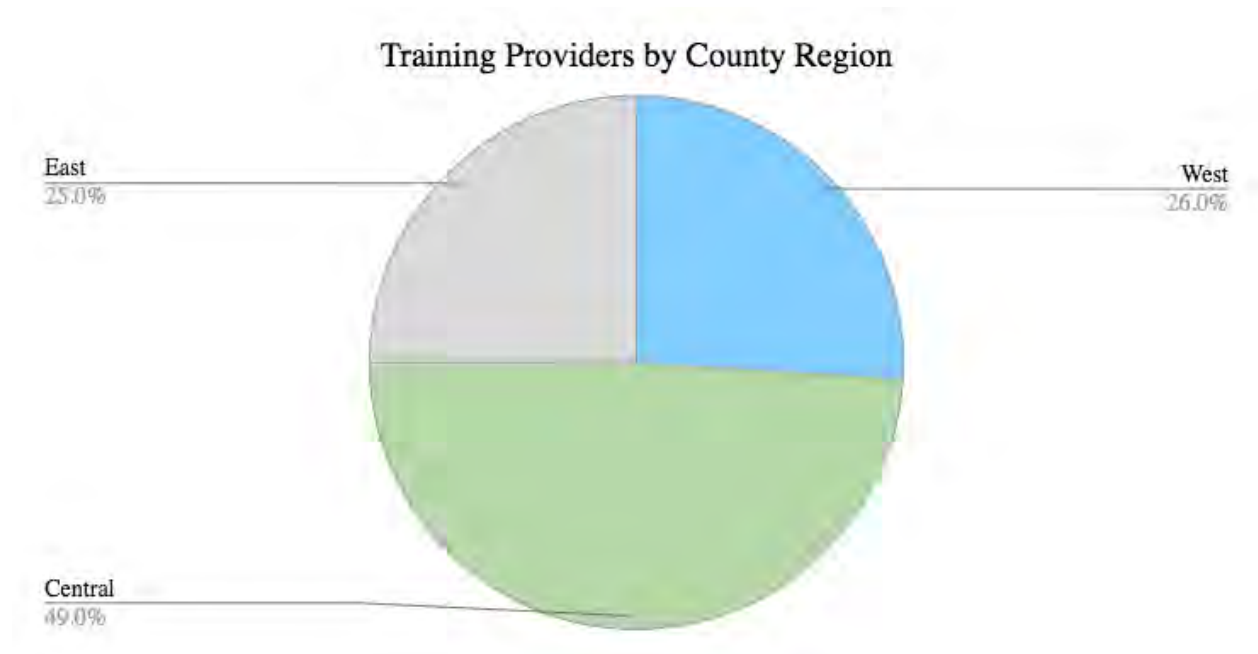


Figure 4

As Figure 5 below illustrates, almost half of individuals classified as ABAWDs living in Contra Costa County are under 30 years old.

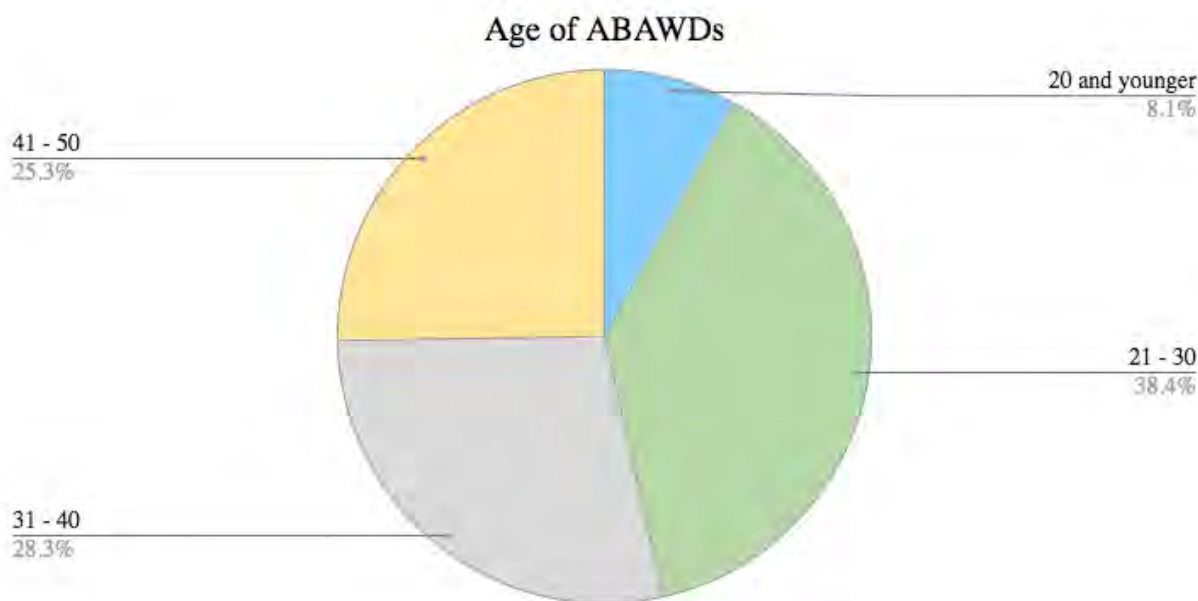


Figure 5

Further analysis of the demographic data for individuals classified as ABAWDs completed by the Contra Costa County Employment & Human Services Department (March 2018) revealed the following:

Table 6: Demographics of People Identified as ABAWDs by Age Group										
Ages	People Deemed ABAWDs <sup>21</sup>	At-risk of Losing Benefits <sup>22</sup>	Women	English Speaker	African American	Hispanic	White	West County	Central County	East County
18-19	180	89% (161)	48%	88%	37%	16%	20%	35%	18%	47%
20-40	3,405	78% (2,646)	35%	98%	34%	13%	27%	30%	25%	45%

<sup>21</sup> Includes individuals not exempt from the ABAWD regulations. Those who are currently working or in school are exempt and thus will not be immediately impacted by the end of the waiver.

<sup>22</sup> “At-risk” indicates individuals who are not exempt AND not currently meeting the work or education minimums. For these individuals, the clock on the benefits time limit would start as soon as the waiver expires. This number will shift as individuals’ employment status changes over time; this number is provided as an estimate of the proportion of the population of people deemed ABAWDs who will be immediately impacted by the waiver expiration.

41-48	1,024	76% (782)	35%	96%	30%	12%	36%	44%	23%	34%
49	172	79% (136)	47%	96%	22%	10%	46%	25%	32%	44%

A number of elements of the data table are important to note. First, the percentage of individuals in every age category (except 41 to 48 years) is highest by a significant margin in East County. Second, nearly two-thirds of participants between the ages of 20 and 48 are male. Third, there is a very high percentage of individuals in every age category, nearly 80%, who are at risk of losing their benefits because they are not exempt. Fourth, the vast majority of participants are English speakers. Fifth, Whites are the predominant race in the 41 to 48 age group, while African Americans represent the largest percentage among individuals 18 to 40.

### B. Understanding Contra Costa County's Current Fresh Success Participants

Data are also available for Contra Costa County Fresh Success participants (2017), who may or may not be classified as ABAWDs. In 2017 there were 88 participants, the majority of whom were male (70%) with an average age of 37. On average participants spent 183 days in Fresh Success. The racial diversity among participants was similar to that of people deemed ABAWDs in Contra Costa County as Figure 6 illustrates below.

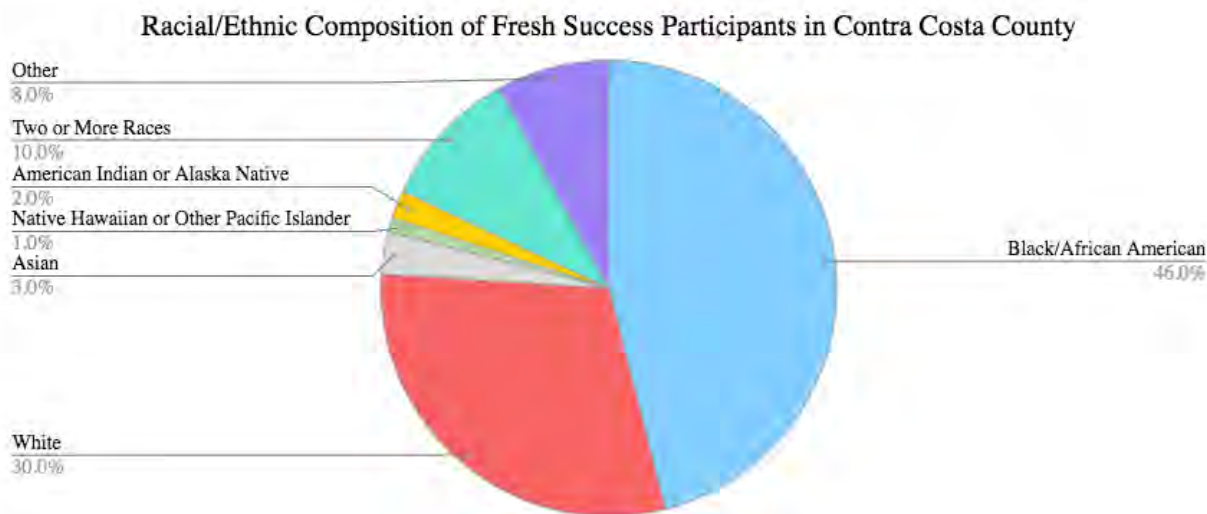


Figure 6

When looking more closely at Fresh Success participants across the state, it is clear that there is no single Fresh Success profile that describes all participants. The descriptive data provided by the Foundation for California Community Colleges for Fresh Success participants at Rubicon Programs and Opportunity Junction in Contra Costa County, as well as Gavilan College (Gilroy, CA) and Cosumnes River College (Sacramento, CA) demonstrates a diversity of gender, race, age, ESL status, and GED/high school completion (see Appendix F). These data also highlight how the non-federal funding streams used to draw down E&T funding and the services provided dictate to some extent the populations that are served through the Fresh Success programs. For example Opportunity Junction provides an administrative training program, a historically female

role, in which 75% of its participants are women.<sup>23</sup> Rubicon Programs, which serves a reentry population, based on the use of AB109 dollars for its 50 percent matching funds, serves a population that is 80% male.

### C. Understanding Barriers to and Opportunities for Employment & Training Program Participation

Many of those classified as ABAWDs face significant barriers to participation in employment and training that need to be addressed if they are to be successful. Part of the research for this report included interviews of individuals being served by existing CalFresh E&T providers Rubicon Programs and Opportunity Junction, as well as interviews of CalFresh participants being served by the Foundation. Current program participants are a diverse group that may not meet the criteria that would classify them as an ABAWD. However, they share many of the same challenges faced by individuals that meet the ABAWD criteria.

The table below identifies the percentage of participants in the Opportunity Junction Job Training and Placement Program that experienced a particular type of employment barrier over the previous two fiscal years. The table reflects a survey of 112 individuals who enrolled in Opportunity Junction’s five to seven month, full-time, intensive training program for the administrative field.

Table 7: Barriers for Job Training Participants by Percentage	
Employment Barrier	Percentage
Lacking skills for administrative job	98%
Past trauma	82%
Terminated from past employment	29%
History of Domestic Violence	29%
Criminal Conviction	22%
Disability	21%
History of Addiction	20%
Unstable or temporary housing	19%
Lacks high school diploma	12%

Survey results and interviews indicate a **significant need for mental health supports** to help participants recover from past trauma and also to address substance abuse issues. Additional

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<sup>23</sup>Nationally 94.7% of secretaries and administrative assistants are female, according to ACS PUMS 1-year Estimate and Census Bureau, as presented by Data USA <https://datausa.io/profile/soc/436010/#gender>.



barriers which were not included in the survey questions, but identified verbally by participants, include **transportation** (lack of a driver's license or lack of access to a vehicle), and access to **affordable childcare** (currently not a barrier for individuals classified as ABAWDs). Individuals participating in programs through Opportunity Junction, Rubicon, and the Foundation confirmed transportation as a significant barrier to their (voluntary) participation in programs offered by these organizations. Challenges ranged from not having a car and walking an hour each way to attend workshops, to those who did have a car but found it difficult to afford gas. One individual noted the need to conduct job searches strategically both in terms of where the job would ultimately be located and even in terms of applying for jobs and the amount of driving it may take to apply and interview for positions.

A transportation analysis conducted by Contra Costa County Employment & Human Services Department (EHSD) found that the East Contra Costa communities of Bay Point, Pittsburg, Antioch, Oakley, Brentwood are well served by Tri-Delta Transit, a public bus service, with walking distance to any bus stop within less than a mile. However, a bus trip from Brentwood to the Bay Point BART station is approximately 60-90 minutes and may require a transfer to an additional bus route (see sample East County bus route in Figure 7 below). Travel by Tri-Delta Transit from Brentwood to Antioch (Opportunity Junction location) will also take up to an hour and require a transfer to multiple bus routes.



Figure 7

Far East Contra Costa County (including the communities of Bethel Island, Knightsen, Byron, Discovery Bay) can be considered a “transit desert,” that is, an areas that lacks adequate public transit service and includes populations that are deemed transit-dependent.<sup>24</sup> EHSD’s analysis found that as of May 2018, there is no public bus service farther east than Brentwood; bus service into Discovery Bay is being eliminated at end of May 2018. There is no public bus service farther west than Oakley (see Figure 8 below).<sup>25</sup> Tri-Delta Transit has reported that less than five percent of its requests for service has come from Far East County.

<sup>24</sup> Jiao, J., & Dillivan, M. (2013). Transit deserts: The gap between demand and supply. *Journal of Public Transportation*, 16(3), 2. <http://scholarcommons.usf.edu/jpt/vol16/iss3/2/>.

<sup>25</sup> Blue and Red dots represent Tri-Delta bus routes and destinations; yellow highlight represents elimination of service to Discovery Bay in May 2018.

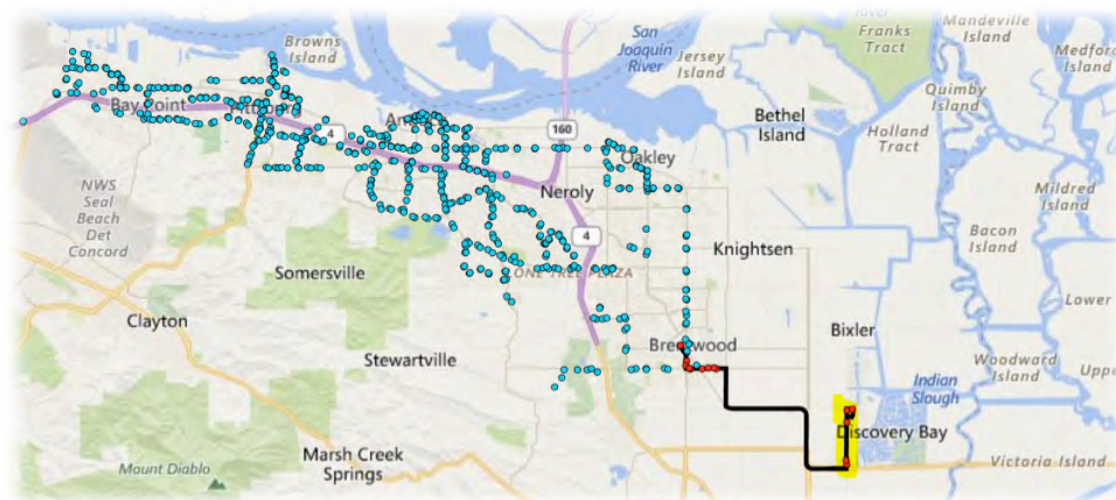


Figure 8

Various taxi companies service Far East County. Rates are typically \$2.50 per mile plus a \$2.50 flag drop fee and as well as a gratuity (20 percent gratuity is commonplace with taxi companies). Based on these charges, a one way ride from Bethel Island, for example, to the County's EHSD office in Brentwood would cost approximately \$54.00 by taxi. EHSD's research also revealed that although ride sharing options in Far East County exist in theory through Uber and Lyft, most drivers won't accept ride requests from communities in Far East County because these rides are not cost efficient for them. Drivers choose instead to stay in the Brentwood and Oakley areas and accept those requests that are usually to destinations that will immediately provide them another nearby pick-up after the first ride is completed.

Interview respondents were also asked to envision the characteristics of an employment and training program that supported their efforts to seek future employment. Having the program include transportation or gas cards was key. Other characteristics included a focus on computer skills, medical coding, or other computer software related work. There was less interest in truck driving, forklift, or other physically demanding trainings. In addition, there was an interest in trainings for people who had "work experience and history but needed help pivoting or getting back into the workforce after an extended absence."<sup>26</sup>

#### **D. Understanding Contra Costa County's Labor Market**

Research has shown that sector-based strategies, which focus on preparing people for high-demand, high-wage, high-quality jobs, contribute to increased employment and improved earnings among low wage workers.<sup>27</sup> For individuals classified as ABAWDs, barriers to employment such as a lack of educational credentials or a limited work history, as well as the need for income in the near term, make employment pathways with shorter training periods and lower education requirements the best option. A recent report by the Workforce Development Board of Contra Costa County identified the sectors described below as promising employment

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<sup>26</sup> Interviews, April 2018. It is important to note that the process included interviews with just two individuals, who may not necessarily be representative of the full population of individuals designated as ABAWDs.

<sup>27</sup> United States Department of Agriculture (November 2016). *Supplemental Nutrition Assistance Program (SNAP) Employment and Training (E&T) Best Practices Study: Final Report*.

pathways for people deemed ABAWDs in Contra Costa County.<sup>28</sup>

The Healthcare industry demonstrated significant growth in Contra Costa County over the past five years, with the number of jobs in the county increasing from 39,802 in 2013 to 48,703 in 2018. This represents an increase in jobs of 22.4% compared to an increase of just 10.4% at the national level. The average salary in the health care sector in the county was \$96,690 in 2017, over 30% higher than the national average of \$66,911, however this difference is offset by the higher cost of living in the region. Leading health care occupations in the county include: Registered Nurses (13.7%), Nursing Assistants (5.1%), Medical Secretaries (4.7%), Medical Assistants (4.7%) and Dental Assistants (3.6%). A significant proportion of jobs in the health care sector require postsecondary training.

Transportation and Warehousing employed 8,517 people in Contra Costa County in 2017, with an anticipated increase of 1,845 jobs, or 26.4% from 2013 to 2018. This compares to a national increase of 16.2% over the same period. Average salary in the sector in 2017 was \$59,864, slightly below the national average of \$61,902. Key occupations in Transportation and Warehousing in Contra Costa County include: Laborers and Freight, Stock and Material Movers, Hand (15.5%), Heavy and Tractor-Trailer Truck Drivers (14.3%), Taxi Drivers and Chauffeurs (13.0%), and Light Truck or Delivery Services Drivers (11.7%). Educational requirements for many of the occupations in the Transportation and Warehousing are limited to a high school diploma, with minimal work experience requirements. Administrative and management roles generally require varying levels of post-secondary study and work experience. Short to moderate term on-the-job training is required for some occupations.

The Construction sector employed 32,171 individuals in Contra Costa County in 2017, with anticipated growth of 17.9% between 2013 and 2018, in contrast to 14.5% growth nationally during the same period. The average salary in 2017 was \$78,732, equal to 20% more than the national average of \$62,609. Primary occupations in the construction field in Contra Costa County include: Construction Laborers (13.9%), Carpenters (13.9%), Painters (5.8%), Construction and Maintenance (5.8%), and Electricians (5.6%). Entry level education for this sector ranges from no formal education for some occupations to a high school diploma for many. Employment in the majority of the trades requires an apprenticeship in order to learn the skills of the field.

Other priority sectors identified by the Workforce Development Board that are high growth and high wage include Information and Communication Technology (ICT), Advanced Manufacturing, and Life Sciences/Biotechnology. For participants with the educational background and the ability to participate in a more lengthy training program, opportunities will be provided to help them connect with these career pathways.

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<sup>28</sup> Overview of the Health Care, Transportation & Logistics, and Construction Industries in Contra Costa County Workforce Development Board of Contra Costa County, EMSI Q1 2018 Data Set, April 2018.

## E. WIOA in Contra Costa County

### *Eligible Training Provider List for Contra Costa County*

One potential resource to provide training for individuals deemed ABAWDs through the use of WIOA funding is California's Eligible Training Provider List (ETPL). The ETPL was established through the Workforce Investment Act (WIA) of 1998 and amended under the Workforce Innovation and Opportunity Act (WIOA) of 2014 to provide customer-focused employment training resources for adults and dislocated workers. The [WIOA ETPL Policy and Procedures](#) issued in November 2015, governs the operation of the ETPL in California. While it's WIOA funding provides the basis for access to the ETPL for those classified as ABAWDs, there is not requirement for CalFresh E&T providers to be included in this list.

Local training providers who would like to be included within the ETPL must establish an account by registering in [CalJOBS<sup>SM</sup>](#), which is then verified by the Local Workforce Development Board. Once the registration is approved, training providers can enter training programs to be listed on the ETPL. As the list for Contra Costa County (Appendix D) shows, there are a significant number of training programs in Healthcare careers, as well as the ICT sector. Training in transportation and logistics is available through Contra Costa College and other providers. Of the total of 39 training providers, 19 are in Central County, and 10 are in West County, and 10 are in East County.

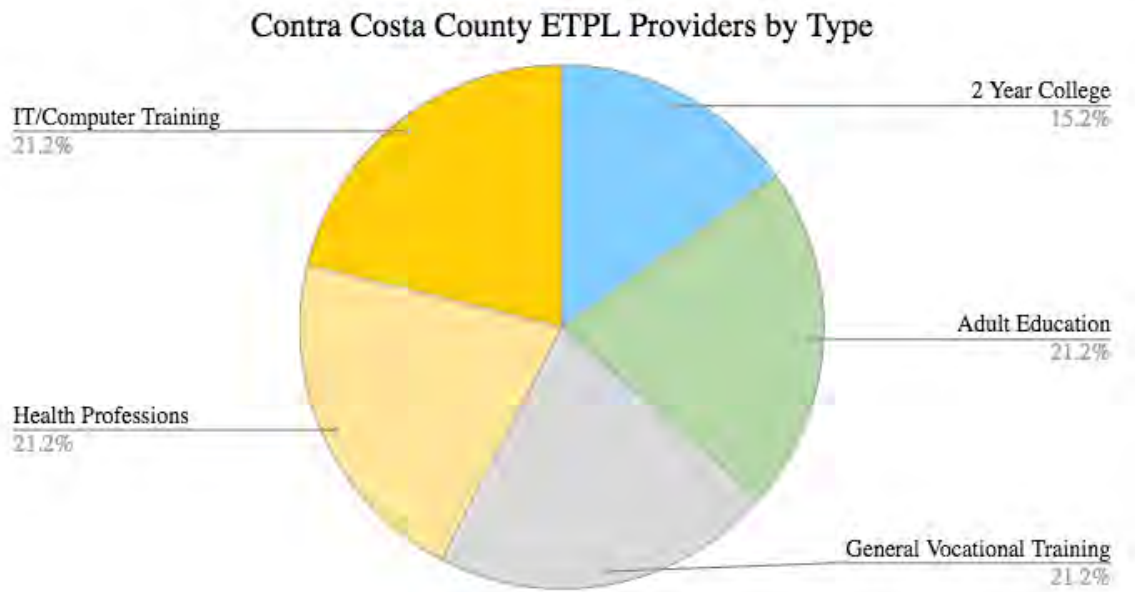


Figure 9

As Figure 9 indicates, 2-year college (15.2%) and Adult Education (21.2%), account for slightly more than a third of ETPL programs. Health professions (21.2%) and ICT Training (21.2%) are the most prominent sector training categories, with the remainder (21.2%) representing a diverse range of training types.

## 5. Developing Data-Driven Strategies: Promising Program Models

### A. Promoting Food Security

When a County transitions away from a statewide waiver to the time limit it creates several administrative challenges, including the new need to identify individuals who are subject to the time limit. The new law will go into effect in between the certification periods for many individuals; without additional follow-up, the County will not have enough information to determine which individuals are subject to the time limit. Circumstances for many individuals may have changed since they were last screened, such as becoming permanently or temporarily disabled, or a child moving into the household. In addition, there is concern that many people who lose benefits after the time limit goes into effect may actually be exempt, but have not been properly assessed.<sup>29</sup> Developing the capacity and systems to help prevent people who are eligible from losing their benefits will be a key challenge in Contra Costa County, particularly because the administrative resources available through the County for CalFresh are currently decreasing, limiting the County's ability to implement new programs. The experience of other states shows that there are a number of practices and key steps that can be taken to help minimize the number of eligible individuals who lose their benefits.

Because the rules around exemptions can often be nuanced and complex, creating confusion among participants, it is essential to develop straightforward and accurate resources that can be used in multiple settings to help people determine whether they are eligible for an exemption. Specific activities might include:

1. Create and publish up-to-date notices, policy manuals, websites, and training materials.
2. Determine a process for communicating time-limited participation and ABAWD work requirements with advanced notice to affected CalFresh participants.
3. Develop a checklist that organizations can use to help people identify whether any exemptions apply to them, and if so, what their next steps are.<sup>30</sup>
4. Develop a sample medical form that guides determination of whether someone is “unfit for work” to make it easy for healthcare professionals to determine if someone qualifies for an exemption. In the case of Hunger Solutions New York, the sample form contains a backpage with clear information for healthcare professionals that answers common questions and aids them in making a determination.<sup>31</sup>

Another important task is to create new systems for identifying and classifying people as exempt. Specific activities might include:

1. Determine how the County will identify individuals who will become subject to the time limit when the waiver expires. Requiring individuals to self-identify their exemption status can result in eligible people losing benefits.
2. Ensure that recertification and reporting processes screen for potential exemptions so the County can obtain the information needed to determine that someone may have become

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<sup>29</sup> Center on Budget and Policy Priorities. (Revised August 2016). *SNAP's Three Month Time Limit: Implementation Toolkit*.

<sup>30</sup> Hunger Solutions New York. (January 2018). *SNAP ABAWD Time Limit Checklist*.

<sup>31</sup> Hunger Solutions New York. (April 2016). “Unfit for work” *Medical Statement Form with information for Health Care*.



exempt. Existing applications, interview protocols, and report forms should be reviewed to ensure they will collect the information necessary to determine whether an individual is subject to the time limit. For example, applications and report forms should ask whether an adult has a temporary disability or has engaged in unpaid work or work in exchange for rent or other services.<sup>32</sup>

3. Ensure all relevant staff within the County and at other organizations clearly understand the process for determining if someone can be exempted from work requirements because they are physically or mentally unfit for work and the process for verifying this status. Ensure that the processes implemented for verifying an exemption are straightforward and create as little burden as possible for the client. There are a variety of options to help an individual become eligible for this exemption, often requiring verbal or written statement by medical or mental health personnel or in certain cases, client statement.<sup>33</sup>
4. Ensure notices to households related to the ABAWD time limit are accurate and clear so that they are accessible to those with a low level of English literacy.
5. Review the caseworker interview protocols for people deemed ABAWDs and any other assessment forms, and revise as needed.
6. Immediately begin assessing each individual who may be subject to the time limit. The best time for this is when the individual has contact with the County, such as at application recertification, when reports are filed, when the individuals contact the County themselves, or through a referral from a nonprofit. If this process is started early enough, it can be completed during the last recertification before the time limit takes effect.

Finally, it is important to develop a clear plan for strategic use of the 15 percent exemption. There is no guarantee that the state will allocate its 15 percent exemption proportionally to each County, so developing a clear plan for the use of exemptions will strengthen the case that the County would use its exemptions provided as part of the state's allocation well. The County can decide whether to require an individual deemed an ABAWD to use up their 3-month time limit in order to qualify for an exemption. For example, if the County has enough 15 percent exemptions available, it could exempt all of those identified as ABAWDs who do not qualify for other exemptions, regardless of whether those individuals had used up their 3 months of eligibility. Another option is to require individuals to use up their 3 months of eligibility before using the 15 percent exemption, which is the approach recommended by FNS to reduce the chance that the County will run out of its allocation of exemptions.<sup>34</sup> CDSS recommends that counties allocate their 15 percent exemptions to the following: error protection, those making an effort to work, people experiencing reentry, the seasonally employed, families in which the dependent child ages out, former foster youth, and family reunification.

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<sup>32</sup> SNAP's Three Month Time Limit: Implementation Toolkit.

<sup>33</sup> See page 19 of the following document for a simple chart that describes exemptions and the corresponding verification needed: <http://www.cdss.ca.gov/Portals/9/ACL/2018/18-08.pdf>

<sup>34</sup> USDA Supplemental Nutrition Assistance Program. (2015). *Guide to Serving ABAWDs Subject to Time-limited Participation: A Guide on Serving Able-Bodied Adults without Dependents (ABAWDs)*.



## B. Supporting Economic Mobility

### *Successful Approaches for SNAP E&T Programs Nationwide*<sup>35</sup>

Research has shown that designing more effective service models helps SNAP recipients receive the most benefit from SNAP E&T-funded services, gain and retain employment, and achieve economic self-sufficiency. The programs that have been shown to lead to the best outcomes for SNAP clients:

1. Are individualized based on the workforce-related needs of each SNAP client
2. Are comprehensive and address needs for basic education, skills training, and overcoming employment barriers
3. Help participants earn credentials valued by employers in their chosen industry or sector
4. Develop skills closely linked to labor demands in the local area

Research has revealed several program designs that tend to be most useful for clients. For example, combining job search and education/training activities with specific services based on assessment of an individual's level of need resulted in higher participation rates and longer lasting impacts, compared with "single activity" programs. Other programs have shown that combining training in basic skills with contextualized vocational education or combining job search assistance and transitional employment subsidies can improve participant outcomes.

Assessments can help organizations formally evaluate their readiness to be a third-party provider (or help them identify how to build the capacity to become ready). Factors to include in such an assessment would include whether the organization:

1. Serves low-income populations
2. Provides the needed services
3. Has funding sources that can be used for the 50 percent match
4. Has sufficient cash flow to provide services before receiving reimbursement
5. Has the administrative capacity to track participants and submit invoices
6. Has demonstrated the desired educational and/or employment outcomes

A review of lessons learned in four states (Maryland, Connecticut, Iowa, and Oregon) also found that SNAP E&T programs should expand SNAP participants' access to existing workforce development programs that have a history of positive outcomes, instead of developing new programs.

### *Washington State's Basic Food Employment & Training Program*<sup>36</sup>

The Washington State Basic Food Employment & Training (BFET) program provides an example of a highly successful SNAP E&T Program. Launched in 2005, the program has grown from a \$150,000 pilot to a budget of more than \$29 million, expanding from the city of Seattle to

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<sup>35</sup> Information in this section is from the following sources: United States Department of Agriculture (November 2016). *Supplemental Nutrition Assistance Program (SNAP) Employment and Training (E&T) Best Practices Study: Final Report*. Nutrition Assistance Program Report, Food and Nutrition Service, Office of Policy Support; and DeRenzis, Brooke and Kaz, David (April 2016). *Building Skills through SNAP Employment and Training: Recommendations from Lessons Learned in Four States*. Seattle Jobs Initiative and National Skills Coalition.

<sup>36</sup> Information in this section is from Kaz, David with Krauss, Rick (June 2014). *Washington State's Basic Food Employment & Training Program*. Seattle Jobs Initiative.

the entire state, and from one community college and a few CBOs to 34 of the state's colleges and more than 30 CBOs. The program is run through the state's Department of Social and Health Services (DSHS), and was started within DSHS Region 4 (which includes Seattle/King County).

Currently, community colleges and CBOs provide a wide array of employment and training services and supports. Participants may receive more than one type of service and may be co-enrolled, or receiving services from multiple organizations, which is encouraged by BFET since it has been shown to lead to the best outcomes for participants. The services provided include:

1. **Job search services** to help individuals seek and obtain employment.
2. **Job training** services intended to enhance employability by providing specific skills that are marketable to employers. This could include hands-on training and case management services.
3. **Basic education**, such as instruction in math, literacy, GED preparation, and/or vocational English as a Second Language (VESL) instruction.
4. **Vocational education** to enhance employability through a job placement program requiring industry specific training. Participants can extend their initial three-month periods to a maximum of 24 months.
5. **Job retention services** to help participants achieve satisfactory job performance, maintain employment, and/or increase earnings. These services can include job-related clothing, tools or equipment, relocation, transportation, child care, post-employment counseling, coaching, or other case management activities.
6. BFET participants currently participating in training or education activities are also eligible for **support services** that help them to complete these activities, including child care, transportation, clothing and housing.

Despite the current success of the program, the SNAP E&T program and support for people deemed ABAWDs before the program began were insufficient, and workforce development programs faced declining revenues. More specifically:

- The structure of SNAP and SNAP E&T did not sufficiently help SNAP participants gain the skills they needed to become self-sufficient.
- Individuals identified as ABAWDs received just three months of Basic Food assistance and then were required to participate in workfare to receive continued support.
- Those classified as ABAWDs were not allowed to participate in needed skills training (due to student eligibility rules) and receive Basic Food assistance, nor did they have access to the state-funded Working Connections Child Care (WCCC).
- The period leading up to launching a pilot was one of declining resources for workforce development programs at the federal and state levels. Expanding SNAP E&T provided a chance to build more comprehensive services than were offered by traditional workforce funding streams.

At the outset of forming the Washington BFET program, there were many resources already in place that facilitated the program's success, including:

1. DSHS and planning partners viewed themselves as equals and had a long history of collaboration.
2. Strong CBOs with a history of collaboration could serve as early contractors to provide training and support services.

3. DSHS Region 4 (where the program was piloted) had a long history of partnership with CBOs, colleges, local government, and funders in the region. In addition, DSHS Region 4 had experience contracting service providers for other programs and had an experienced contract manager on staff.
4. DSHS as an agency had several assets, including:
  - a. A Secretary who supported community partnerships, leveraging resources, and innovative approaches to help low-income individuals out of poverty.
  - b. A shared case management database system, e-JAS, which could be modified for the new program.
  - c. Flexibility with how regions staffed their SNAP E&T programs, providing them the ability to be creative with their FTE levels to allow for initial pilot staffing.
  - d. A variety of local funding streams that could be leveraged as a match for SNAP E&T 50 percent funds. The community colleges had several different state and college-based funding streams for workforce programs geared to low-income students. In addition, the involvement of United Way during the pilot's early stages made it possible to approach the philanthropic community for a match.

#### *Successful Approaches from the Bay Area Learning Community*

Jewish Vocational Services has convened a CalFresh E&T Learning Community comprised of CBOs that are providing CalFresh E&T programs in Alameda, Contra Costa, and San Francisco Counties. The group meets monthly to discuss best practices and challenges and to develop recommendations for improved E&T programs and administration. Participating providers have identified a number of promising practices related to client recruitment and enrollment. Some of these practices include:

1. Recruiting from re-entry populations due to availability of CA AB 109 reentry funding that can be used as 50% matching funds for SNAP E&T funding.
2. Implementing systems and supports that facilitate enrollment in SNAP, such as helping people pre-enroll into CalFresh E&T or having program participants enroll during the first week of their training program.
3. Supporting communication and coordination between County agencies and nonprofits to expedite the CalFresh application process--in particular, providing online access to information regarding status of an individual's application.

Learning Community E&T providers also identified a number of requests to counties and/or CDSS to improve implementation, including:

1. Allowing CBOs to recruit onsite at County offices or County events for clients.
2. Encouraging counties to refer clients to interested CBOs for services, including creating mechanisms for CBOs to share information about their programs with County staff or incentivizing staff to make referrals.
3. Confirming that Third Party Providers can receive SNAP E&T matching funds for services retroactive to the date of application (or alternatively, committing to a shorter timeline for approval of applications).
4. Designating specific staff members to handle applications from Third Party Providers.
5. Assigning a point person at the County to each SNAP E&T provider.
6. Giving providers read-only access to CalWIN.
7. Copying service providers on the recertification letters that go out to clients.

### C. Contra Costa County Gap and Opportunity Analysis

A significant amount of planning time will need to be dedicated to addressing the goals of identifying/implementing ABAWD exemptions, conducting outreach/communications with community members, meeting ABAWD work requirements, and helping address food security for residents who fall through the cracks. The following speaks to gaps and challenges to be considered in just one of the activities above, designing strategies for meeting ABAWD work requirements in Contra Costa County.

#### *Gaps and Challenges*

**Federal Changes to Rules Regarding Individuals Classified as ABAWDs:** Policymakers and administrators at the federal level are considering multiple options for restricting access to CalFresh, including expanding the definition of people classified as ABAWDs, and making it more difficult for states to obtain waivers for people deemed ABAWDs.

**Limited Service Provider Capacity:** A key challenge lies in the area of service provider capacity limitations. The two CalFresh E&T provider organizations in Contra Costa County were able to serve a total of 88 participants in FFY 2017, which falls far below the anticipated number of individuals who will be subject to ABAWD work requirements following the expiration of the waiver and/or the potential expansion of the pool of people subject to these requirements. To serve additional Fresh Success participants, existing providers would need to increase the amount of non-federal funding used to draw down federal 50 percent matching funds to support the programs.

While Opportunity Junction and Rubicon Programs may be able to expand their capacity with an additional investment of funds, it is unlikely that they would be able to serve all of those classified as ABAWDs in the county who are interested. Other workforce providers in Contra Costa County would likely need an additional investment of funds to reach the necessary minimum amount of match to make a CalFresh E&T program viable. A wide array of public entities, nonprofits, and potentially for-profit businesses and individuals could serve as non-CalFresh E&T workfare sites at lower costs than E&T or no costs at all.

**Need for Sustainable Non-Federal Funding:** Unless increased federal funding becomes available under the new Farm Bill, additional funding will need to be identified to support people deemed ABAWDs in meeting work requirements or participating in workfare. Providing high quality E&T services and accompanying supports is costly for this population, and where the focus is primarily on maintaining food security, the lower costs of workfare make it a more viable option. While there is interest from a variety of philanthropic funders in supporting this effort, most philanthropic funders do not provide funding for the same activities over an extended period of time. Since the need for these activities will be ongoing (with the exception of up-front planning costs), it is important to consider the issue of sustainability early on.

**Development of Infrastructure and Buy-in for Providers and the County:** In order to develop adequate capacity for individuals classified as ABAWDs to meet work requirements, new service providers and/or workfare sites need to be identified, County buy-in needs to be obtained, and new systems need to be developed. The County will need to agree to partner on one or more proposed options, and to update the existing MOU under CalFresh E&T with new

providers. The Foundation for California Community Colleges already has systems in place to vet and absorb new CalFresh E&T providers but would need to agree to partner with specific providers. Depending upon the non-E&T workfare option, the county may also need to create a single or joint MOU with workfare sites.

Developing workfare sites may be best accomplished by casting a wide net to a large number of nonprofits. More workfare slots, and in particular in industries with higher pay, might become available if potential sites were offered incentives to participate at scale, such as mini-grants to support the costs of volunteer supervision. A system for disbursing workfare site funding that is not too administratively burdensome for grantmakers may be worth considering; e.g., an intermediary could provide mini-grants based on the number of ABAWD volunteer positions filled by each workfare site.

### **Support Services:**

***Participant Transportation:*** In terms of the needs of participants, the issue of transportation is particularly important, especially in the eastern portion of the county, where the largest proportion of individuals deemed ABAWDs reside. Public transportation services in East County are inconsistent and geographically limited, making travel to E&T activities very difficult for participants. As interview respondents highlighted, even if individuals have vehicles, the cost of gas is often prohibitive and imposes restrictions on their ability to travel significant distances.

***Mental Health Services:*** Another important gap is the lack of funding to address the significant need for mental health services among CalFresh E&T participants. A high proportion of individuals in the program have experienced some kind of trauma that impacts their likelihood of success in the work setting. Because these services are not eligible expenditures under CalFresh E&T, both Rubicon Programs and Opportunity Junction have found it necessary to tap other sources of funding to provide these services. Creative strategies are needed to identify funding streams for this essential service.

***Lack of County Funding/Resources:*** This is the common issue that underlies most of the gaps and challenges identified above. Providing high quality E&T and the supports needed by this population is costly, and federal SNAP funding is simply not sufficient for the task. The proposed expansion of the population subject to the work requirement contained in the draft Farm Bill, combined with an inadequate increase in funding for E&T programming, is likely to make the problem worse.

### ***Opportunities and Resources***

Along with the gaps and challenges identified above, the County and its partners also have a number of promising opportunities for expanding and strengthening services.

***Interest and Vision from Philanthropy:*** External funding from foundations committed to supporting food security and economic mobility in Contra Costa County may be a potential source of startup support for additional new E&T providers support to help Contra Costa County address the challenges for those identified as ABAWDs. Philanthropists have been meeting in East County for several years to increase funder interest and understanding of the gaps in this part of the county, and have provided leadership in identifying the need for this planning process.

Their ongoing commitment to this effort is critical to its success.

**Federal Interest in Expansion of E&T:** While the details have not been spelled out, proposals at the federal level to expand SNAP E&T may provide a boost of federal 100% grant funding that does not require a match. This funding will likely be sustainable and reduce the need for match funding in Contra Costa County.

**Expansion of Fresh Success:** A key opportunity in Contra Costa County is the Fresh Success infrastructure, which allows for expansion of existing provider capacity and the addition of new Fresh Success providers. Rubicon Programs and Opportunity Junction could potentially serve additional participants, and build on their existing infrastructure, by identifying new sources of matching funds. The Contra Costa Community College District (CCCD) is currently in conversations with the Foundation for California Community Colleges about serving as a provider for CalFresh E&T services.<sup>37</sup> This partnership could leverage dedicated state funding as a source for the required non-federal match and significantly expand services throughout the county. While students who are in community college half-time or more are already exempt from ABAWD time limits, the partnership can both increase student employability and incentivize enrollment in CalFresh.<sup>38</sup>

The Foundation for California Community Colleges is currently in the process of applying for funding from local foundations to support startup costs for a Fresh Success program at CCCD. Without external support of this kind, the advance planning and administrative work needed before CalFresh E&T leveraging begins may present a significant barrier to initiating new programs. Rubicon Programs, Opportunity Junction, and the Foundation for California Community Colleges are high-capacity organizations that bring significant expertise in workforce development and CalFresh E&T to the table.

**Leveraging of Nonprofit and Public Partnerships:** Grantmakers and members of the Contra Costa County Board of Supervisors may be able to leverage their relationships with many nonprofits and public agencies respectively to encourage them to serve as workfare sites. The Food Bank of Contra Costa and Solano has expressed an interest in serving as a workfare site.

**Leveraging Additional Workforce Partnerships and Funding:** Another opportunity is provided by the recent establishment of the Contra Costa Workforce Collaborative (CCWC), an innovative public-nonprofit partnership of workforce development organizations that will connect participants to education and training opportunities that enhance employability skills and support income mobility. The CCWC includes community-based organizations (Rubicon Programs, Lao Family Community Development, Opportunity Junction, New Horizons, and the San Pablo Economic Development Corporation), four adult education centers (Liberty, Martinez, Mt. Diablo, and Pittsburg Adult Education), and three local community colleges (Contra Costa College, Diablo Valley College, and Los Medanos College). The collaborative model, Active Collaboration Through Innovation, Opportunities, and Networking (ACTION), will leverage

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<sup>37</sup> It is important to note that the pool of potential participants is limited by the stipulation that only students enrolled in post-secondary education less than half-time can be classified as ABAWDs.

<sup>38</sup> Including programs such as EOPS, student equity funds, promise grant (formerly Board of Governor's fee waiver), college district general funds and other grants.



WIOA dollars and resources already available in the county. Through ACTION, the CCWC provides services that connect participants to education and training opportunities that enhance essential employability skills and assist in the development and pursuit of educational and career goals that lead to income mobility and quality jobs. The CCWC has the potential to access additional sources of non-federal E&T matching funds, and to build out necessary supports for CalFresh E&T participants.

The State of California Adult Education Block Grant (AEBG) offers the chance for leveraging another stream of funding to support E&T services and serve as non-federal matching funds. The Contra Costa County Adult Education Consortium (CCCAEC) is the partnership organization for the Adult Education providers in the county, and a primary advocate for AEBG funding. The County Office of Education is also a potential partner in the delivery of AEBG-funded services.

WIOA funding, while not eligible to be used as a non-federal match for SNAP E&T funds, covers the cost of a wide range of job search, employment skills and retention services. Participants in WIOA who are identified as ABAWDs can count these hours towards their 80-hour monthly work requirement. WIOA services are accessible through the comprehensive America's Job Center of California (AJCC) in Concord, or at one of the access points which will be located throughout the county when the CCWC takes on administration of the Adult and Dislocated Worker services beginning on July 1, 2018.

Table 8 below provides a summary of the roles of existing and potential partners in CalFresh E&T.

Table 8: Existing/Potential Contra Costa County CalFresh E&T Partners and Their Roles						
Existing/ Potential Partner	Partner Roles					
	Admin.	Outreach	Basic Skills	Job Training	Case Mgmt, Support Services <sup>39</sup>	Retention
<b>Existing Partners</b>						
<b>CC County EHSD</b>	X	X				
<b>Fdn for CA Community Colleges</b>	X					
<b>Rubicon Programs</b>		X	X		X	X
<b>Opportunity Junction</b>		X	X	X	X	X

<sup>39</sup> Support services might include transportation, child care, mental health, and other necessary supports.

Table 8: Existing/Potential Contra Costa County CalFresh E&T Partners and Their Roles						
Existing/ Potential Partner	Partner Roles					
	Admin.	Outreach	Basic Skills	Job Training	Case Mgmt, Support Services <sup>39</sup>	Retention
<b>Potential Partners</b>						
<b>Contra Costa Community College District<sup>40</sup></b>		X		X	X	
<b>Contra Costa Workforce Consortium</b>		X	X	X	X	X

## 6. Future Directions

The ultimate goal of this planning process is to identify **Shared Impact Strategies** that will be most effective in enabling those who might be deemed ABAWDs to maintain food security and/or achieve economic mobility. Following are some important items to consider in the development of Impact Strategies, along with a framework for assessing the usefulness of alternative Strategies.

### Initial Considerations for Impact Strategies

The preceding data regarding federal and state legislation, the population of people deemed ABAWDs within Contra Costa County, and the capacity of current and potential partners provide a foundation for developing strategies that can most effectively address the anticipated need. Based upon the three primary areas of activity identified in the February 23 convening, the following components are important to consider in the development of strategies that will have maximum impact.

#### (1) Screening, Exemptions, Referrals

- **Maximizing exemptions:** Any plan related to the end of the waiver for people deemed ABAWDs must include a focus on ensuring that individuals are appropriately screened and assessed in order to enable them to receive the exemptions they are entitled to.
- **Articulating a clear strategy for the 15 percent exemption:** Developing a plan for the 15 percent exemption should take into account the demographics of the population of those

<sup>40</sup> The Foundation for California Community Colleges is currently working with the Contra Costa Community College District to determine how Fresh Success can be expanded across all three of its campuses.

classified as ABAWDs, and be based on supporting those who are most likely to not be covered by.

**(2) *Employment, Training, Volunteer Opportunities***

- *Expanding access to CalFresh E&T services:* Using an approach similar to the gap and opportunity analysis above, strategies should be based upon expanding existing capacity, building capacity where it does not currently exist, and identifying assets that can help to increase the number of people served.
- *Providing access to other qualifying engagement activities:* Effective strategies should include the identification of additional activities such as workfare that can help participants meet requirements for retaining food security.
- *Supporting economic mobility:* Whenever possible, E&T and workfare strategies should follow best practices that provide for the greatest likelihood that participants will successfully obtain and retain employment that pays a living wage.

**(3) *Outreach, Communications, Education***

- *Developing clear and consistent messaging:* Help individuals who may be subject to the work requirement understand potential changes to their status and the steps they need to take to maintain their eligibility, while not creating undue fear about the loss of benefits.
- *Identifying creative approaches to outreach:* Leverage the broad understanding of Contra Costa County's population identified as ABAWDs to craft strategies that will be most likely to reach the target audience.

**Framework for Evaluating Potential Strategies**

There are a number of considerations that help to provide a framework for assessing which strategies are most likely to be successful.

The first has to do with the capacity of and implications for implementing partners. Related questions include: Which approaches minimize County staffing needs? What support can external agencies provide to ensure the County is prepared for the end of the ABAWD waiver?

The second consideration is the timeline for implementation. Related questions include: What steps need to be taken to put a particular strategy in place? If the program is dependent upon federal reimbursement, when will the funds be available? How quickly can a response be developed to changes in federal legislation?

The third consideration is the identification of expected outcomes. Related questions include: Based upon previous experience of Fresh Success providers, what are realistic numbers of people to be served? How can existing data regarding the population of people deemed ABAWDs be used to determine the anticipated need resulting from the end of the waiver?

## **8. Appendices**

- A. Stakeholder Engagement Methodology
- B. Interviewees: CPT Members and content area experts
- C. Stakeholder Interview Protocol
- D. ETPL Provider List
- E. Foundation for California Community Colleges E&T Plan
- F. Foundation for California Community Colleges statewide Fresh Success participant data

## **Appendix A: Stakeholder Engagement Methodology**

The planning process regarding CalFresh Eligibility in Contra Costa County included a stakeholder engagement phase designed to include local stakeholders in order to ensure that the resulting plan was informed by community input. Details of the stakeholder engagement methodology are provided below.

The Glen Price Group (GPG) gathered stakeholder input through the following mechanisms in May and June of 2018:

- Interviews with a total of 13 individuals, including County staff, USDA Food and Nutrition Service staff, CBO staff, and subject matter experts
- Interviews conducted by Rubicon Programs and Opportunity Junction with individual clients
- An online survey by Contra Costa County Employment and Human Services Staff of individuals likely to be impacted by the end of the ABAWD work requirement waiver was completed too late to be included in the Discovery Report

A list of interviewees and their title and organization are provided in Appendix B, and the interview protocol is included in Appendix C.

## Appendix B. Interviewees: Core Planning Team Members, Content Area Experts

Name	Title and Organization
Rebecca Darnell	Deputy Director, EHSD Workforce Services
Drina Rowland	Program Analyst, EHSD
Devorah Levine	Director, EHSD Policy and Planning
Donna Van Wert	Interim Executive Director, Workforce Development Board
Caitlin Sly	Program Director, Food Bank of Contra Costa and Solano
Carly Finkle	Advocacy Manager, Food Bank of Contra Costa and Solano
Jessica Bartolow	Policy Advocate, Western Center on Law and Poverty
Jane Fischberg	Executive Director, Rubicon Programs
Brianna Robinson	Director of Programs, Opportunity Junction
Tanya Garbolino	Manager of Fresh Success, Foundation for California Community Colleges
Aimee Chitayat	President, AC Strategics
Brian Solomon	USDA, Food and Nutrition Service
Shahdy Monemzadeh	USDA, Food and Nutrition Service



## Appendix C: Stakeholder Interview Protocol

### Interview Guide Introduction (Please read to interviewee)

Hello! My name is \_\_\_\_\_, and I am with GPG, a consulting firm undertaking a planning process with Contra Costa County and its partners, to develop strategies to maintain CalFresh eligibility for as many individuals classified as ABAWDs in Contra Costa County as possible, by expanding access to CalFresh E&T and other qualifying engagement activities and supporting the transition to self-sufficiency. An estimated 4,400 individuals deemed ABAWDs in Contra Costa County could lose their waiver of the federal time limit for receiving CalFresh benefits by as early as September 2018, leaving them vulnerable to a loss of food assistance. While we are hopeful CDSS's waiver application will be extended through August of 2019, we feel it is prudent to begin the planning process now.

We are interviewing content area experts to help inform the development of strategies to maintain CalFresh eligibility for as many individuals classified as ABAWDs in Contra Costa County. This is a confidential interview and your name will not be identified in any reports or summaries. Your comments will be aggregated with others and may be quoted but will not be attributed to you.

This interview will take approximately 45 minutes, depending on the length of your responses. If you do not have a response to a particular question, just let me know and we can skip that question and move on to the next one.

Do you have any questions for me before we start?

Do I have your permission to make an audio recording of your responses for note taking purposes?

☐ Yes      Thank you!  
☐ No        No problem.

I will also be taking notes but please let me know if at any point you want me to pause in my note taking.

**Interviewee Name:**

**Interviewee Role/Position:**

**CPT member? (Yes/No):**

**Date of Interview:**

Interviewer:

## Interview Questions

1. What is your connection with or your role related to helping people identified as ABAWDs in California counties gain access to CalFresh benefits and/or E&T supports?
2. What will be the anticipated impact of the ABAWD Waiver expiration be on county agencies, community partners, and those deemed ABAWDs that will need to meet eligibility requirements?
3. Based on your knowledge of of Contra Costa County's current CalFresh E&T model what aspects are working well?
  - a. Are there existing workforce development programs that can be expanded to provide necessary employment and training opportunities for individuals classified as ABAWDs in Contra Costa county or will a new program(s) need to be developed?
  - b. Is there other existing capacity that could be scaled to serve a larger population?
4. What are the challenges with the current system and opportunities for improvement?
  - a. Where are the key gaps in the current system?
5. What are the successful models being used in other counties in California or in other states to enable those deemed ABAWD to maintain CalFresh benefits and/or meet CalFresh E&T eligibility requirements? (*Prompt: Alameda and San Francisco Counties both deliver more services than Contra Costa but not sure if that translates to more being being served successfully.*)
  - a. What lessons can Contra Costa County learn from these models?
6. Contra Costa County is currently providing three of the possible CalFresh E&T services: job retention services, job search training, and vocational training. For counties that are providing a greater number of services, which ones have had the most impact?
  - a. Specifically in the areas of:
    - i. Job retention services\*
    - ii. Job search
    - iii. Job search training\*
    - iv. WIOA
    - v. Basic adult education
    - vi. ESL
    - vii. High school equivalency
    - viii. Institutions of higher education
    - ix. Vocational training\*
    - x. Self-employment program
    - xi. OJT
    - xii. Workfare

\*These services are currently being provided in CC County

7. What strategies are needed to ensure that as many individuals deemed ABAWD as possible who are eligible for exemptions to work requirements receive those exemptions?
8. If you were developing a scenario to help those identified as ABAWDs in Contra Costa County maintain CalFresh eligibility and/or gain access to CalFresh E&T supports what would it look like?
9. Who else should we be talking with or what other resources should we be drawing upon to inform this work?

**Additional Questions**

1. What set of services has been shown to be most effective in enabling participants to obtain permanent paid employment?
2. What are some of the barriers to implementing workfare programs both within and outside of CalFresh?
3. Are there organizations that have successful workfare models that we should reach out to ?

All ETPL Providers in CCC					
Provider	Address	City	State	Zip Code	PELL Eligible?
Academy for SAP Software Analysts - Satellite	1530 Nevin Plaza	Richmond	CA	94801	no
Academy for SAP Software Analysts - Primary	1111 Civic Drive, Suite #130	Walnut Creek	CA	94596	no
Academy for SAP Software Analysts - Satellite	1111 Civic Drive, Suite #130	Walnut Creek	CA	94596	no
Adult School Allied Health Educators, Inc - Satellite	929 Second Street	Brentwood	CA	94513	no
Advanced Medical School of Nursing - Primary	1760 Chester Drvie	Pittsburg	CA	94565	no
America's Heartland - Primary	40 Boyd Road	Pleasant Hill	CA	94523	no
Brentwood EASTBAY Works AJCC - Primary	281 Pine Street	Brentwood	CA	94513	no
California State University, East Bay, University Extension - Satellite	4700 Ygnacio Valley Blvd	Concord	CA	94521	no
CARRINGTON COLLEGE - SACTO - Satellite	380 Civic Dr. Ste 300	Pleasant Hill	CA	94523	no
Contra Costa College - Primary	2600 Mission Bell Drive	San Pablo	CA	94806	yes
Contra Costa County Office of Education - Primary	77 Santa Barbara Road	Pleasant Hill	CA	94523	no
Contra Costa County Office of Education/ROP - Primary	77 Santa Barbara Road	Pleasant Hill	CA	94523	no
Contra Costa Medical Career College - Primary	4041 Lone Tree Way, Suite 101	Antioch	CA	94531	no
Delta Beauty College - Primary	320 H St.	Antioch	CA	94509	no
Department of Labor Apprenticeships - Satellite	261 Arthur Road	Martinez	CA	94553	no
Diablo Valley College - Satellite	321 Golf Club Road	Pleasant Hill	CA	94523	yes
Diablo Valley College - Primary	321 Golf Club Road	Pleasant Hill	CA	94523	yes
Division of Apprenticeship Standards - Satellite	971 Marina Way So Ste H	Richmond	CA	94804	no
Gurnick Academy of Medical Arts - Satellite	1401 Willow Pass Road, Ste 450	Concord	CA	94520	no
Jewish Vocational Service - Satellite	John Muir Health - 1450 Treat Blvd	Walnut Creek	CA	94597	no
JFK University-Institute of Entrepreneurial Leadership - Primary	100 Ellinwood Way, Ste. S328	Pleasant Hill	CA	94523	no
Kaiser Permanente School of Allied Health Sciences - Primary	938 Marina Way South	Richmond	CA	94804	no
Liberty Adult Education - Primary	929 Second Street	Brentwood	CA	94513	no
Los Medanos College - Primary	2700 East Leland Road	Pittsburg	CA	94565	yes
Martinez Adult Education - Primary	600 F Street	Martinez	CA	94553	no
Micro-Easy Vocational Institute - Primary	3851 San Pablo Dam Road	El Sobrante	CA	94803	no
Moler Barber College - Satellite	14330 San Pablo Ave, Unit C	San Pablo	CA	94806	yes
Mt. Diablo Adult Education - Primary	1266 San Carlos Avenue	Concord	CA	94518	yes
Opportunity Junction - Primary	3102 Delta Fair Blvd.	Antioch	CA	94509	no
OSC Computer Training - Satellite	Distance Education for Antioch and nearby residents	Antioch	CA	94509	no
Paul Mitchell The School - East Bay - Primary	100 Crescent Drive, Ste. D	Pleasant Hill	CA	94523	yes
Pittsburg Adult Education Center - Primary	1151 Stoneman Ave	Pittsburg	CA	94565	no
Softtech - Satellite	3150 Hilltop Mall Road, Ste. 27	San Pablo	CA	94806	no
The Stride Center - Satellite	2699 Monument Blvd, Ste. G	Concord	CA	94520	no
The Stride Center - Satellite	2300 El Portal Drive, Ste. C	San Pablo	CA	94806	no
Unitek College FMT - Satellite	1401 Willow Pass Rd	Concord	CA	94521	yes
Vasco Career College - Primary	1227 Hilltop Mall Rd	Richmond	CA	94806	no
W Academy of Salon & Spa - Primary	520 San Ramon Valley Blvd.	Danville	CA	94526	yes
West Contra Costa Adult Education - Primary	5625 Sutter Avenue	Richmond	CA	94804	no

Appendix D. ETPL Provider List

WIOA Approved ETPL Providers in CCC					
Provider	Address	City	State	Zip Code	PELL Eligible?
Adult School Allied Health Educators, Inc - Satellite	929 Second Street	Brentwood	CA	94513	no
Advanced Medical School of Nursing - Primary	1760 Chester Drvie	Pittsburg	CA	94565	no
California State University, East Bay, University Extension - Satellite	4700 Ygnacio Valley Blvd	Concord	CA	94521	no
Contra Costa College - Primary	2600 Mission Bell Drive	San Pablo	CA	94806	yes
Contra Costa County Office of Education/ROP - Primary	77 Santa Barbara Road	Pleasant Hill	CA	94523	no
Contra Costa Medical Career College - Primary	4041 Lone Tree Way, Suite 101	Antioch	CA	94531	no
Delta Beauty College - Primary	320 H St.	Antioch	CA	94509	no
Diablo Valley College - Primary	321 Golf Club Road	Pleasant Hill	CA	94523	yes
Division of Apprenticeship Standards - Satellite	971 Marina Way So Ste H	Richmond	CA	94804	no
Gurnick Academy of Medical Arts - Satellite	1401 Willow Pass Road Suite 450	Concord	CA	94520	no
Jewish Vocational Service - Satellite	John Muir Health - 1450 Treat Blvd	Walnut Creek	CA	94597	no
JFK University-Institute of Entrepreneurial Leadership - Primary	100 Ellinwood Way, Ste. S328	Pleasant Hill	CA	94523	no
Liberty Adult Education - Primary	929 Second Street	Brentwood	CA	94513	no
Los Medanos College - Primary	2700 East Leland Road	Pittsburg	CA	94565	yes
Martinez Adult Education - Primary	600 F Street	Martinez	CA	94553	no
Micro-Easy Vocational Institute - Primary	3851 San Pablo Dam Road	El Sobrante	CA	94803	no
Moler Barber College - Satellite	14330 San Pablo Ave, Unit C	San Pablo	CA	94806	yes
Mt. Diablo Adult Education - Primary	1266 San Carlos Avenue	Concord	CA	94518	yes
Opportunity Junction - Primary	3102 Delta Fair Blvd.	Antioch	CA	94509	no
OSC Computer Training - Satellite	Distance Ed for Antioch and nearby residents	Antioch	CA	94509	no
Pittsburg Adult Education Center - Primary	1151 Stoneman Ave	Pittsburg	CA	94565	no
Softtech - Satellite	3150 Hilltop Mall Road, Ste. 27	San Pablo	CA	94806	no
The Stride Center - Satellite	2699 Monument Blvd, Ste. G	Concord	CA	94520	no
The Stride Center - Satellite	2300 El Portal Drive, Ste. C	San Pablo	CA	94806	no
Unitek College FMT - Satellite	1401 Willow Pass Rd	Concord	CA	94521	yes
Vasco Career College - Primary	1227 Hilltop Mall Rd	Richmond	CA	94806	no
WEST CONTRA COSTA ADULT EDUCAT - Primary	5625 Sutter Avenue	Richmond	CA	94804	no

as of 3/28/18



## **FFY 2018 CalFresh Employment & Training Foundation for California Community Colleges Fresh Success Plan**

*This template has been prepared by the California Department of Social Services (CDSS), CalFresh Branch. Please note that County E&T plans will not be reviewed or approved unless they are submitted using the FFY 2018 E&T template.*

### **PLAN COVER SHEET**



Name of Organization:	Foundation for California Community Colleges (Foundation)
Primary E&T Contact	
Name:	Tanya Garbolino
Title:	Manager, Fresh Success
Telephone:	(916) 491-4477
Email:	tgarbolino@foundationccc.org
Secondary E&T Contact	
Name:	Courtney Cagle
Title:	Senior Specialist, Fresh Success
Telephone:	(916) 491-4468
Email:	ccagle@foundationccc.org





## I. Assurances

Assurance Statement	
(Place an "X" in the box to the right, to indicate that you have read and understand each statement.)	(X)
The Foundation is accountable for the content of the E&T plan and will provide oversight of any sub-grantees.	X
The Foundation is fiscally responsible for E&T activities funded under the plan and is liable for repayment of unallowable costs.	X
Education costs will not be supplanted with Federal E&T funds.	X
Cash or in-kind donations from other non-Federal sources have not been claimed or used as a match or reimbursement under any other Federal program.	X
If in-kind goods and services are part of the budget, only public in-kind services are included. No private in-kind goods or services are claimed.	X
Documentation of Foundation costs, payments and donations for approved E&T activities are maintained by the Foundation and its sub-grantees and available for Federal review and audit.	X
Contracts are procured through competitive bid procedures governed by State procurement regulations.	X
Program activities are conducted in compliance with all applicable Federal laws, rules and regulations, including Civil Rights and OMB regulations governing cost issues.	X
E&T education activities directly enhance the employability of the participants; there is a direct link between the education activities and job-readiness.	X
Program activities and expenses are reasonable and necessary to accomplish the goals and objectives of CalFresh E&T.	X
The E&T Program is implemented in a manner that is responsive to the special needs of American Indians on Reservations. Counties shall regularly consult ITOs regarding portions of their E&T plan which affect them and, if appropriate, and to the extent practicable, include ITO suggestions in the E&T plan.	X

By signing this page, the Foundation Director and financial representative certify that the above assurances are met.		
<b>Certification by Foundation Fresh Success Director</b>		
<b>Name</b>	<b>Signature</b>	<b>Date</b>
Joseph Quintana		06/23/17
<b>Certification by Financial Representative</b>		
<b>Name</b>	<b>Signature</b>	<b>Date</b>
Julian Roberts		06/23/17



## II. Fresh Success E&T Program, Operations and Policy

A.	Program Summary
	<p>The Fresh Success program is a third-party 50% reimbursement program in selected California community college campuses and community-based organizations (“Fresh Success providers”). It consists of a statewide, standardized approach to administrative systems, oversight, and evaluation, with a variable structure of service design in each participating provider. The Foundation for California Community Colleges (Foundation), under the authority of the California Department of Social Services (CDSS), acts as the Fresh Success intermediary and has responsibility for training, selection, and immediate oversight of participating providers. The Foundation is the official auxiliary nonprofit agency supporting the California Community Colleges (CCC) Board of Governors, Chancellor’s Office, and the entire CCC system. Each provider agency contracts directly with the Foundation and submits its quarterly invoices to the Foundation. The Foundation then invoices CDSS for reimbursement through its statewide Foundation-CDSS contract and provides payment to its subcontracted providers. The Foundation retains a percentage of administrative cost reimbursement to support the Foundation’s role.</p> <p>As the State Fresh Success Intermediary Agency, the Foundation will coordinate with the California Community Colleges Chancellor’s Office, the CDSS CalFresh Branch, participating Fresh Success providers, and participating county welfare departments, with guidance from USDA FNS. Providers will coordinate with relevant county welfare departments to confirm CalFresh and CalFresh E&amp;T eligibility of Fresh Success participants and to provide quarterly STAT 47 data for inclusion in County reports.</p> <p>Participants in Fresh Success must be non-assistance CalFresh recipients and assessed and assigned to the Fresh Success program. In community colleges, only those students taking one or more allowable California community college courses, including occupational and basic skills courses, will be eligible to participate in Fresh Success. All providers will provide case management to increase access to campus and community resources that support student and client retention, completion, and employability. Participant reimbursements will be provided and may include transportation, required textbooks, and other allowable reimbursements. In addition, a mix of multiple evidence-based services will leverage current efforts in California in the arenas of student success and workforce development.</p> <p>Both the Foundation and Fresh Success providers contribute non-federal match funding. Sources include the state-funded Extended Opportunity Programs and Services (EOPS) program; Student Success &amp; Support Program Equity Initiative (known as Student Equity Funds); California College Promise Grants (State-funded, need-based tuition support); AB 109 Public Safety Realignment Funds supporting formerly incarcerated individuals; philanthropic funds; and community college, CBO, and Foundation general funds.</p>



B.	Program Changes
	<p>During FFY 2017, Southwestern College was added as a new Fresh Success provider via a mid-year amendment.</p> <p>Gavilan College, which has been operating since FFY 2016 in coordination with Santa Clara County, will begin serving students from San Benito County as well. Gavilan College's student population includes residents of both Santa Clara and San Benito counties and the Fresh Success staff noticed a high level of interest in the program from residents of San Benito County. The Gavilan College Fresh Success program will offer the same services previously offered only to Santa Clara residents to qualifying San Benito residents.</p> <p>The Foundation anticipates securing additional Fresh Success providers during FFY 2018, which will be proposed for inclusion via a mid-year amendment.</p>
C.	Workforce Development System
	<p>The Foundation's Workforce Development team will partner with Fresh Success to enhance the connections between Fresh Success providers and their local workforce development boards and to assist them with obtaining and using local labor market information to guide participants in their career planning. The Foundation collaborates closely with the California Community Colleges Chancellor's Office and the California Workforce Development Board on initiatives that improve opportunities for Californians to enter the workforce prepared for rewarding careers and help shape our future workforce to rise to California's future economic challenges and opportunities.</p>
D.	Other Employment Programs
	<p>Fresh Success providers will coordinate with their county welfare departments to ensure that participants in Fresh Success are not receiving duplicate services through another county program, such as CalWORKs. CalWORKs participants are not eligible for participation in Fresh Success. The Fresh Success providers offer services independently of other county employment and training programs.</p>
E.	CalFresh Applicants
	<p>Participating counties will refer new CalFresh applicants and continuing recipients to Fresh Success at the discretion of the eligibility or case worker. Providers also will make "reverse referrals" for potential participants that learn of the Fresh Success program through the provider. Fresh Success providers will conduct an initial intake and assessment of potential participants and complete a pre-enrollment form for submission to</p>

	the county. New CalFresh applicants will either be assisted with the application by the provider through another funding source or referred to a CalFresh outreach agency or to the county for application assistance. The eligibility of both new and current CalFresh recipients will be confirmed prior to offering Fresh Success services.												
F.	Screening Process												
	The partnering county welfare departments will screen work registrants for referral to E&T. Fresh Success providers will be responsible for the more in-depth intake and assessment to determine whether a potential participant meets the criteria for participation in Fresh Success.												
G.	Participant Reimbursements												
	<p>Fresh Success providers offer a variety of reimbursements to support participants and reduce barriers to attaining their education and training goals. The types of participant reimbursements are described in the table below. At a minimum, all providers will offer transportation support. Attachment 1 describes the specific types of reimbursements, the relevant components, and any caps placed on the reimbursement for each of the Fresh Success providers.</p> <table> <tr> <th>Type</th><th>Description</th></tr> <tr> <td><b>Dependent care</b></td><td>Dependent care to enable participation in Fresh Success activities</td></tr> <tr> <td><b>Transportation</b></td><td>May include bus tickets, public transportation passes, gas cards, or mileage reimbursement; tolls may be reimbursed on occasion</td></tr> <tr> <td><b>Clothing and tools</b></td><td>Interview, training, or work-required clothing; tools required for training or work</td></tr> <tr> <td><b>Housing and utilities</b></td><td>Emergency housing assistance and one-time utility payments to prevent shut-off, primarily paid to a third-party or vendor, but may also be paid as a reimbursement to participants</td></tr> <tr> <td><b>Legal services</b></td><td>Legal services related to housing, employment, and expungement, purchased through vendor or as a reimbursement to participants</td></tr> </table>	Type	Description	<b>Dependent care</b>	Dependent care to enable participation in Fresh Success activities	<b>Transportation</b>	May include bus tickets, public transportation passes, gas cards, or mileage reimbursement; tolls may be reimbursed on occasion	<b>Clothing and tools</b>	Interview, training, or work-required clothing; tools required for training or work	<b>Housing and utilities</b>	Emergency housing assistance and one-time utility payments to prevent shut-off, primarily paid to a third-party or vendor, but may also be paid as a reimbursement to participants	<b>Legal services</b>	Legal services related to housing, employment, and expungement, purchased through vendor or as a reimbursement to participants
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	<table> <tr> <td data-bbox="277 222 657 443"><b>Medical, vision, and dental expenses; personal hygiene products and services</b></td><td data-bbox="657 222 1468 443">May include medical expenses required for employment (e.g., TB test); eye exams, minor vision correction, and purchase of eyeglasses that are reasonable and necessary; minor dental work; hygiene products and services via reimbursement or direct purchase</td></tr> <tr> <td data-bbox="277 443 657 579"><b>Tests and fees (excludes community college course fees)</b></td><td data-bbox="657 443 1468 579">Costs for course registration (excludes community college course fees) and testing, such as GED; other related fees such as lab fees</td></tr> <tr> <td data-bbox="277 579 657 747"><b>Textbooks, training materials, and supplies</b></td><td data-bbox="657 579 1468 747">Textbooks and materials for Fresh Success-permissible classes, purchased through vouchers, a vendor, or as a reimbursement to participant. May also included school supplies necessary for course work.</td></tr> <tr> <td data-bbox="277 747 657 842"><b>Union dues, licensing/bonding fees</b></td><td data-bbox="657 747 1468 842">Costs for union dues, licensing, and bonding fees required for work experience or retention</td></tr> <tr> <td data-bbox="277 842 657 1041"><b>Minor automobile repairs</b></td><td data-bbox="657 842 1468 1041">Minor automobile repairs to allow participation in Fresh Success activities; excludes automobile repairs when participant is receiving mileage-based transportation assistance at the standard federal mileage rate inclusive of fixed and variable costs</td></tr> </table> <p>The Foundation has developed form templates and recommended processes for each provider to document participant need and monitor the distribution of participant reimbursements. Each reimbursement can be tied directly to an eligible Fresh Success participant. Participants may pay their own expenses and be reimbursed, or the Fresh Success program may pay for the costs in the form of a voucher or a pre-paid reimbursement (e.g., a gas card or bus pass). Eligibility is confirmed monthly prior to the distribution of any reimbursements for that month.</p>	<b>Medical, vision, and dental expenses; personal hygiene products and services</b>	May include medical expenses required for employment (e.g., TB test); eye exams, minor vision correction, and purchase of eyeglasses that are reasonable and necessary; minor dental work; hygiene products and services via reimbursement or direct purchase	<b>Tests and fees (excludes community college course fees)</b>	Costs for course registration (excludes community college course fees) and testing, such as GED; other related fees such as lab fees	<b>Textbooks, training materials, and supplies</b>	Textbooks and materials for Fresh Success-permissible classes, purchased through vouchers, a vendor, or as a reimbursement to participant. May also included school supplies necessary for course work.	<b>Union dues, licensing/bonding fees</b>	Costs for union dues, licensing, and bonding fees required for work experience or retention	<b>Minor automobile repairs</b>	Minor automobile repairs to allow participation in Fresh Success activities; excludes automobile repairs when participant is receiving mileage-based transportation assistance at the standard federal mileage rate inclusive of fixed and variable costs
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H.	Reporting Measures										
	<p>Fresh Success providers will submit data on reporting measures to the Foundation, which will report on county-specific and statewide Fresh Success measures in an annual report to CDSS. Each provider collects a standardized set of participant information at intake, which includes the demographic information required for federal reporting. Intake data obtained directly from the participant will include whether the participant (a) has a high school diploma or equivalent, (b) speaks English as a second language, and (c) is male or female, as well as the participant's age. The providers will obtain ABAWD status from the partnering county. Providers will document participation and completion by component. Sampling measures will not be used. Fresh Success providers enter required data into an Excel-based participant tracking tool, which will allow the Foundation to aggregate data by provider, county, and statewide. The Foundation will coordinate with CDSS to ensure that</p>										



	<p>information on Fresh Success participants is provided annually, via the prescribed protocol, for data matching to obtain the required second- and fourth-quarter employment information for federal reporting.</p> <p>On a quarterly basis, each Fresh Success provider will submit participation information needed for the STAT 47 to their partnering counties. The counties will then incorporate the data into their STAT 47 submissions for that quarter.</p>
I.	Disqualification Policy
	N/A





### III. E&T Component Detail

A.	Component Name
	<b>Education – Gavilan Fresh Success</b>
B.	Component Description
	<p>Fresh Success will continue to be offered by Gavilan Joint Community College (GJCC). This component is designed to support students in achieving academic success and becoming more employable. Participation in Fresh Success is voluntary for purposes of CalFresh eligibility. CalFresh sanctions will not be imposed for failure to satisfy participation requirements.</p> <p>Students attending Fresh Success-permissible GJCC classes (including GED, ESL, Career Technical Education, Work Experience, and Adult Basic Education) will be eligible for the program. Students must be Santa Clara County or San Benito County residents at or below 200% of federal poverty level generally. In addition, students must be a member of a group that Gavilan research has identified as having the highest inequities in student outcomes, as described in the GJCC Student Equity Plan. The most recent Student Equity Plan has specifically identified Latinos, low-income students, students with disabilities and emancipated foster youth. In addition, the Fresh Success program will serve students timed out of TANF. There will be no restriction for part-time or full-time college status of students.</p> <p>In Gavilan Joint Community College, federal E&amp;T funds and non-federal funds are used at the college exclusively for Fresh Success. The program is available solely to Fresh Success participants who have been assessed and assigned into the program. Oversight and administration of the program is provided by the Fresh Success Coordinator and additional staff assigned to the program.</p> <p>At a minimum, Fresh Success services will include case management, orientation to the college and the Fresh Success program, academic and career counseling, development of an Educational Plan, tuition support, and a series of group workshops exclusively for Fresh Success students. Workshops may be provided by campus staff with expertise in particular topics, professional role models working in different industries, and other qualified presenters. Topics may include, but not be limited to:</p> <ul style="list-style-type: none"> <li>• Industry-specific culture, expectations, and career pathways</li> <li>• Interviewing and resume-writing tips</li> <li>• Job-seeking tips</li> <li>• High-demand local jobs requiring an AA degree or less</li> <li>• Emotional intelligence in the workplace</li> <li>• Wages and budgeting</li> <li>• Healthy lifestyles</li> </ul> <p>In addition, students may receive peer mentoring, skills and educational assessment, job readiness coaching, and job development and placement services. Staff will build</p>

	<p>relationships with industry partners to identify work-based learning and job shadowing opportunities and will invite employers to a career fair which will be partially staffed by Fresh Success program staff. Each year will culminate with a recognition ceremony. Language translators may be requested for counseling sessions.</p> <p>Fresh Success at Gavilan is dedicating significant resources to participant reimbursements based on the significant challenges students face in this area, as described in Section J below and Part II G.</p> <p>Intake, assessment, assignment, orientation, case management, academic coursework, academic/career counseling, and development of an educational plan are the first sequence of the component. Following this initial sequence, students may receive any services listed above based on needs.</p> <p>Courses typically span a full term, which is 16 weeks in fall and spring terms and 6-10 weeks in the summer term. Courses are not charged to CalFresh E&amp;T. Additional services may last for the entire college tenure if needed.</p>
<b>C.</b>	<b>Participation Requirements</b>
	<p>Students will be required to have at least three contacts per term with Fresh Success program staff, including at least one case management, academic, or career progress meeting. Students will be required to register at some point during each term for at least one Fresh Success-permissible course and must not remain on academic dismissal (following academic or progress probation of 3 consecutive semesters) for more than one term. If students withdraw from the Fresh Success-permissible course but continue to meet participation requirements in other Fresh Success services that are not tied to individual courses, such as career counseling, employment plan development, and career-oriented workshops, they will be considered to meet Fresh Success participation requirements for that term.</p>
<b>D.</b>	<b>Component Administration &amp; Organizational Responsibilities</b>
	<p>For Fresh Success, the provider organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Assessment and assignment into Fresh Success</li> <li>• Confirmation of initial and ongoing enrollment in CalFresh and CalFresh E&amp;T</li> <li>• Tracking of client participation and reporting of aggregate participation data and reporting measures to the county and Foundation</li> <li>• Issuance of participant reimbursements</li> <li>• Service provision</li> </ul> <p>County organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Referral into Fresh Success</li> <li>• CalFresh eligibility determination and CalFresh E&amp;T registration</li> <li>• Inclusion of Fresh Success participation data within the STAT 47 report</li> </ul>



	<p>The Foundation's organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Training and technical assistance for startup and ongoing implementation</li> <li>• Planning, oversight, and administration</li> <li>• Claiming and federal reimbursement</li> <li>• Audit preparedness and evaluation</li> <li>• Ongoing updates on CalFresh E&amp;T policies</li> </ul>
<b>E.</b>	<b>Geographic Areas Covered</b>
	Fresh Success will be offered at Gavilan Joint Community College to Santa Clara County and San Benito County residents.
<b>F.</b>	<b>Targeted Populations</b>
	The Fresh Success program in Gavilan Joint Community College targets CalFresh students who are taking Fresh Success-permissible GJCC courses and are timed-out TANF recipients, Latinos, low-income, student with disabilities, and/or emancipated foster youth. The county will not refer General Assistance (GA) or sanctioned TANF recipients to Fresh Success.
<b>G.</b>	<b>Participant Estimates</b>
	155 (110 Santa Clara County residents and 45 San Benito county residents)
<b>H.</b>	<b>Recipients of Participant Reimbursements</b>
	155 (110 Santa Clara County residents and 45 San Benito county residents)
<b>I.</b>	<b>Monthly Cost of Administration</b>
	\$34,667
<b>J.</b>	<b>Monthly Cost of Participant Reimbursements</b>
	\$8,333
<b>K.</b>	<b>Reporting Measure(s):</b>
	In addition to the federal reporting measures and the Exit Survey described in Part II.H., Gavilan College will use course completion as its reporting measure for the annual report. Course completion will consist of the aggregate of Fresh Success-permissible courses completed for all participants with a grade of D or above, divided by the aggregate of courses attempted by all participants.

A.	Component Name
	<b>Education – Cosumnes River College Fresh Success</b>
B.	Component Description
	<p>Fresh Success will be funded by Extended Opportunity Programs and Services (EOPS), a statewide community college program that supports first-time students in defining and completing their educational objectives. Fresh Success will be offered at Cosumnes River College (CRC). This component is designed to support students in achieving academic success and becoming more employable. Participation in Fresh Success is voluntary for purposes of CalFresh eligibility. CalFresh sanctions will not be imposed for failure to satisfy participation requirements.</p> <p>CRC's Fresh Success program will offer: (a) federal-share services for Fresh Success students, with a focus on a new cohort of students not receiving EOPS services; (b) federal-share participant reimbursements for all Fresh Success students; and (c) EOPS services and participant reimbursements funded through the non-federal share. EOPS students may receive new participant reimbursements and services only to the extent that they are unavailable through EOPS.</p> <p>Federal E&amp;T funds (federal share) will be used at the college for a program that is available solely to CalFresh E&amp;T recipients who have been assessed and assigned into the program. Oversight and administration of the program will be provided by the Fresh Success Coordinator and additional staff assigned to the program.</p> <p>At a minimum, Fresh Success services include case management, one academic progress meeting per term for students not receiving EOPS (with at least one follow-up meeting for students with below-average grades), tuition support, and a series of group workshops exclusively for Fresh Success students. These services will be offered concurrently. Workshops may be provided by campus staff with expertise in particular topics, professional role models working in different industries, and other qualified presenters. Topics may include, but not be limited to:</p> <ul style="list-style-type: none"> <li>• Industry-specific culture, expectations, and career pathways</li> <li>• Interviewing and resume-writing tips</li> <li>• Job-seeking tips</li> <li>• High-demand local jobs requiring an AA degree or less</li> <li>• Emotional intelligence in the workplace</li> <li>• Wages and budgeting</li> <li>• Healthy lifestyles</li> <li>• Record expungement</li> <li>• Career development</li> </ul> <p>If the budget allows, new services may also include facilitated cohort-based learning groups; academic support groups or learning communities; individualized support in resume-writing, interview preparation, career planning, and aptitude testing; support for record expungement; basic financial coaching; work-based learning; and job shadowing opportunities.</p> <p>EOPS currently provides supplemental educational services not offered by colleges to the general student population. The EOPS program will claim costs for eligible students assessed and assigned into the program, including orientation, priority registration for</p>

	courses, counseling on educational and career planning, monitoring of academic progress, case management, tutoring, academic and career workshops, priority course registration, an end-of-the year recognition ceremony, and participant reimbursement costs (primarily for required textbooks.)
<b>C.</b>	<b>Participation Requirements</b>
	Fresh Success students will be required to attend college at least half-time and be registered in at least one Fresh Success-permissible course during their first contact of the term. Students will be required to have at least three in-person contacts per term with the Fresh Success program, including at least one academic progress meeting.
<b>D.</b>	<b>Component Administration &amp; Organizational Responsibilities</b>
	<p>For Fresh Success, the provider organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Assessment and assignment into Fresh Success</li> <li>• Confirmation of initial and ongoing enrollment in CalFresh and CalFresh E&amp;T</li> <li>• Tracking of client participation and reporting of aggregate participation data and reporting measures to the county and Foundation</li> <li>• Issuance of participant reimbursements</li> <li>• Service provision</li> </ul> <p>County organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Referral into Fresh Success</li> <li>• CalFresh eligibility determination and CalFresh E&amp;T registration</li> <li>• Inclusion of Fresh Success participation data within the STAT 47 report</li> </ul> <p>The Foundation's organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Training and technical assistance for startup and ongoing implementation</li> <li>• Planning, oversight, and administration</li> <li>• Claiming and federal reimbursement</li> <li>• Audit preparedness and evaluation</li> <li>• Ongoing updates on CalFresh E&amp;T policies</li> </ul> <p>Please see the Fresh Success Handbook for a more complete description of program procedures.</p>
<b>E.</b>	<b>Geographic Areas Covered</b>
	This component is offered at Cosumnes River College to residents of Sacramento County.
<b>F.</b>	<b>Targeted Populations</b>
	The Fresh Success program targets low-income CalFresh students who are taking Fresh Success-permissible courses and are either timed-out TANF recipients, United States veterans, emancipated foster youth, or educationally disadvantaged.
<b>G.</b>	<b>Participant Estimates</b>
	60
<b>H.</b>	<b>Recipients of Participant Reimbursements</b>

	60
I.	Monthly Cost of Administration
	\$20,833
J.	Monthly Cost of Participant Reimbursements
	\$8,333
K.	Reporting Measure(s):
	In addition to the federal reporting measures and the Exit Survey described in Part II.H., CRC will use course completion as its reporting measure for the annual report. Course completion will consist of the aggregate of Fresh Success-permissible courses completed for all participants with a grade of D or above, divided by the aggregate of courses attempted by all participants.

A.	Component Name
	<b>Job Club -- Opportunity Junction Fresh Success</b>
B.	Component Description
	<p>The Fresh Success Opportunity Junction Job Club component serves participants with many different employment goals. Throughout the program, participants work with a career development case manager who provides both career development and assistance in overcoming personal barriers. Participants may fall into any of the following tracks:</p> <ul style="list-style-type: none"> <li>• Graduates of the Vocational Training component who are focused on entering administrative careers;</li> <li>• Road Map to College cohort members who are pursuing or have completed Career Technical Education certifications at Los Medanos College; or</li> <li>• Participants in individualized Career Development Services at SparkPoint Contra Costa in Bay Point or Antioch.</li> </ul> <p>In all cases, the Job Club includes:</p> <ul style="list-style-type: none"> <li>• Assessment of the participant's employment history, education level, goals, and existing job skills;</li> <li>• Workshops and group training in Career Skills broadly defined, including understanding employers' expectations, job search techniques, personal presentation, interest assessment, customer service, career advancement strategies, communication skills, mental health improvement, and related topics;</li> <li>• Helping participants prepare resumes, cover letters, and applications;</li> <li>• Helping participants search for jobs in their targeted employment sector;</li> <li>• Helping participants prepare for job interviews;</li> <li>• Mock interview sessions where participants practice job interviews and receive feedback;</li> <li>• Placement assistance, including referrals to employer partners and development of relationships with employers in the participants' targeted employment sector.</li> </ul>



	<p>In some cases, Job Club may include:</p> <ul style="list-style-type: none"> <li>• Refresher workshops in computer skills;</li> <li>• College success planning sessions;</li> <li>• Group orientation for college and introductions to college staff;</li> <li>• Group preparation for college assessments;</li> <li>• Group assistance in applying for college financial aid; and</li> <li>• Financial education and financial coaching.</li> </ul>
<b>C.</b>	<b>Participation Requirements</b>
	<p>The minimum participation requirement is biweekly contact with the career development case manager. In addition, at a minimum:</p> <ul style="list-style-type: none"> <li>• Recent graduates of Vocational Training must participate in Job Club activities for a minimum of 40 hours per month;</li> <li>• Road Map to College participants must be enrolled at least half-time at Los Medanos College during Fall and Spring semesters (and, optionally, during Summer semester); and</li> <li>• Once determined to be work-ready according to Opportunity Junction's seven-element rubric, participants must apply for at least 10 job openings monthly.</li> </ul>
<b>D.</b>	<b>Component Administration &amp; Organizational Responsibilities</b>
	<p>For Fresh Success, the provider organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Assessment and assignment into Fresh Success</li> <li>• Confirmation of initial and ongoing enrollment in CalFresh and CalFresh E&amp;T</li> <li>• Tracking of client participation and reporting of aggregate participation data and reporting measures to the county and Foundation</li> <li>• Issuance of participant reimbursements</li> <li>• Service provision</li> </ul> <p>County organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Referral into Fresh Success</li> <li>• CalFresh eligibility determination and CalFresh E&amp;T registration</li> <li>• Inclusion of Fresh Success participation data within the STAT 47 report</li> </ul> <p>The Foundation's organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Training and technical assistance for startup and ongoing implementation</li> <li>• Planning, oversight, and administration</li> <li>• Claiming and federal reimbursement</li> <li>• Audit preparedness and evaluation</li> <li>• Ongoing updates on CalFresh E&amp;T policies</li> </ul> <p>Please see the Fresh Success Handbook for a more complete description of program procedures.</p>



E.	<b>Geographic Areas Covered</b>
	This component is offered in Antioch, is limited to serving Contra Costa residents, and primarily serves residents of East Contra Costa.
F.	<b>Targeted Populations</b>
	This component targets motivated, low-income job seekers facing addressable barriers to employment. Barriers that the component can address includes gaps in skills and experience, mental health barriers including depression, anxiety, and trauma, and a lack of confidence.
G.	<b>Participant Estimates</b>
	70
H.	<b>Recipients of Participant Reimbursements</b>
	70
I.	<b>Monthly Cost of Administration</b>
	\$9,227
J.	<b>Monthly Cost of Participant Reimbursements</b>
	\$925
K.	<b>Reporting Measure(s):</b>
	In addition to the required federal reporting measures, Opportunity Junction will conduct an exit survey with Fresh Success participants to measure whether the participant obtained a degree or certificate during Fresh Success participation, their employment status at exit, and their perceptions of the benefits of Fresh Success participation.

A.	<b>Component Name</b>
	<b>Vocational Training -- Opportunity Junction Fresh Success</b>
B.	<b>Component Description</b>
	<p>The Fresh Success Opportunity Junction Vocational Training component prepares participants to enter and succeed in administrative careers. The program is full-time, 9 am to 5 pm, Monday through Friday, for 12 weeks. It combines computer training focused on Microsoft Office Specialist (MOS) certification with a broad array of additional life skills that support employment. Throughout the program, participants work with a case manager to overcome personal barriers.</p> <p>The computer applications taught include:</p> <ul style="list-style-type: none"> <li>• Microsoft Outlook, Word, Excel, Access, and PowerPoint;</li> <li>• Internet search techniques;</li> <li>• Gmail and other Google Apps;</li> <li>• Adobe Acrobat; and</li> </ul>

	<ul style="list-style-type: none"> <li>• Salesforce database use.</li> </ul> <p>Participants are expected to study and practice Word and Excel until they reach a level of proficiency deemed sufficient to pass the Microsoft Office Specialist (MOS) certifications. When ready (having reached a 90% score on the testing software used), each participant sits for these MOS certifications. Participants may try to achieve certification up to two times for each application.</p> <p>Life skills class includes work on self-awareness, goal-setting, overcoming obstacles, business etiquette, public speaking, Business English, and Business Math. In addition, the cohort is enrolled in Contract Education which is offered by Los Medanos College to Opportunity Junction clients at the Opportunity Junction site. The course is fully funded by Opportunity Junction. The course is not open to the general public; the courses are available on campus at Los Medanos College but not necessarily during the time frame of the training program. The course is a half-unit business class that is on one of two topics: Dealing with Difficult People or Business Ethics. The Life skills “final assessment” is a 5-minute public speaking assignment that combines skills in oral presentation with Internet research, focusing on an employer the participant would like to work for. The cohort’s achievement is celebrated at a public graduation ceremony at a local theater.</p>
<b>C.</b>	<b>Participation Requirements</b>
	<p>Participants must attend the computer training daily, Monday through Friday, from 9 to 5. Up to six days of excused absences are allowed during the 12 weeks of training. Participants must also successfully pass a series of computer and life skills assessments.</p>
<b>D.</b>	<b>Component Administration &amp; Organizational Responsibilities</b>
	<p>For Fresh Success, the provider organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Assessment and assignment into Fresh Success</li> <li>• Confirmation of initial and ongoing enrollment in CalFresh and CalFresh E&amp;T</li> <li>• Tracking of client participation and reporting of aggregate participation data and reporting measures to the county and Foundation</li> <li>• Issuance of participant reimbursements</li> <li>• Service provision</li> </ul> <p>County organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Referral into Fresh Success</li> <li>• CalFresh eligibility determination and CalFresh E&amp;T registration</li> <li>• Inclusion of Fresh Success participation data within the STAT 47 report</li> </ul> <p>The Foundation's organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Training and technical assistance for startup and ongoing implementation</li> <li>• Planning, oversight, and administration</li> <li>• Claiming and federal reimbursement</li> <li>• Audit preparedness and evaluation</li> </ul>



	<ul style="list-style-type: none"> <li>Ongoing updates on CalFresh E&amp;T policies</li> </ul> <p>Please see the Fresh Success Handbook for a more complete description of program procedures.</p>
E.	<b>Geographic Areas Covered</b>
	This component is offered in Antioch, is limited to serving Contra Costa residents, and primarily serves residents of East Contra Costa.
F.	<b>Targeted Populations</b>
	This component targets motivated, low-income job seekers facing addressable barriers to employment who are interested in launching administrative careers. Participants must meet a 7 <sup>th</sup> grade minimum literacy requirement. Barriers that the component can address include gaps in skills and experience, mental health barriers including depression, anxiety, and trauma, and a lack of confidence.
G.	<b>Participant Estimates</b>
	14
H.	<b>Recipients of Participant Reimbursements</b>
	14
I.	<b>Monthly Cost of Administration</b>
	\$6,300
J.	<b>Monthly Cost of Participant Reimbursements</b>
	\$500
K.	<b>Reporting Measure(s):</b>
	In addition to the required federal reporting measures, Opportunity Junction will conduct an exit survey with Fresh Success participants to measure whether the participant obtained a degree or certificate during Fresh Success participation, their employment status at exit, and their perceptions of the benefits of Fresh Success participation.

A.	<b>Component Name</b>
	<b>Job Retention Services -- Opportunity Junction Fresh Success</b>
B.	<b>Component Description</b>
	<p>The Fresh Success Opportunity Junction Job Retention Services component provides intensive retention services for the first 90 days following Fresh Success participants' entry into unsubsidized employment. A participant will be enrolled in the Job Retention Services component if the participant needs immediate assistance to keep a job. Such assistance may include:</p> <ul style="list-style-type: none"> <li>Interventions with the employer;</li> <li>Career counseling and case management; and</li> <li>Individualized training.</li> </ul>



	Participants receive check-in calls, texts, and emails from their career development case manager. The case manager will obtain updated employment, contact, and income sufficiency information; and invite participants to re-enroll in the Job Club component if they are unemployed or if they need to earn a raise so that their family no longer needs CalFresh.
<b>C.</b>	<b>Participation Requirements</b>
	All participants must maintain active communication with Opportunity Junction staff, with no more than a 48-hour delay in responding to phone, email, or text messages.
<b>D.</b>	<b>Component Administration &amp; Organizational Responsibilities</b>
	<p>For Fresh Success, the provider organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Assessment and assignment into Fresh Success</li> <li>• Confirmation of initial and ongoing enrollment in CalFresh and CalFresh E&amp;T</li> <li>• Tracking of client participation and reporting of aggregate participation data and reporting measures to the county and Foundation</li> <li>• Issuance of participant reimbursements</li> <li>• Service provision</li> </ul> <p>County organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Referral into Fresh Success</li> <li>• CalFresh eligibility determination and CalFresh E&amp;T registration</li> <li>• Inclusion of Fresh Success participation data within the STAT 47 report</li> </ul> <p>The Foundation's organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Training and technical assistance for startup and ongoing implementation</li> <li>• Planning, oversight, and administration</li> <li>• Claiming and federal reimbursement</li> <li>• Audit preparedness and evaluation</li> <li>• Ongoing updates on CalFresh E&amp;T policies</li> </ul> <p>Please see the Fresh Success Handbook for a more complete description of program procedures.</p>
<b>E.</b>	<b>Geographic Areas Covered</b>
	This component is offered in Antioch, is limited to serving Contra Costa residents, and primarily serves residents of East Contra Costa.
<b>F.</b>	<b>Targeted Populations</b>
	This component targets those who have participated in Job Club or Vocational Training components, have obtained a job, and need immediate assistance to maintain the job.
<b>G.</b>	<b>Participant Estimates</b>
	1
<b>H.</b>	<b>Recipients of Participant Reimbursements</b>
	1



I.	Monthly Cost of Administration
	\$85
J.	Monthly Cost of Participant Reimbursements
	\$30
K.	Reporting Measure(s):
	In addition to the required federal reporting measures, Opportunity Junction will conduct an exit survey with Fresh Success participants to measure whether the participant obtained a degree or certificate during Fresh Success participation, their employment status at exit, and their perceptions of the benefits of Fresh Success participation.

A.	Component Name
	<b>Job Club -- Rubicon Fresh Success</b>
B.	Component Description
	<p>The job club component consists of an average of four months of intensive services targeted to the specific needs of participants, including: (1) case management, including goal setting and service navigation assistance; (2) pre-employment job readiness training one-on-one and in groups; (3) small-group job search training/assistance and digital literacy training; (4) career advising and development, including career assessments and planning, and experiential learning opportunities; (5) job placement; and (6) financial stability services to assist participants with improving their credit, starting and funding a savings account, and balancing their budget.</p> <p><i>Case Management</i></p> <p>A core element of the Fresh Success service model is the Impact Coach. The Impact Coach helps each participant develop his/her own Empowerment Plan, which is a road map for exiting poverty and avoiding re-incarceration, and then helps him/her to successfully navigate that road. Impact Coaches provide intensive one-on-one case management throughout a participant's entire engagement with the program, including making referrals, coordinating services, providing hands-on assistance with navigating systems, and providing ongoing mentoring and support to increase participant engagement.</p> <p>Impact Coaches will provide intake and assessment services to identify potential participants to enroll in the program, assist those participants with enrollment in Fresh Success, and help participants identify goals they will pursue while in the program. Impact Coaches will create a regular schedule of contact, ranging from two to three times per week (initially) to once per month.</p> <p><i>Foundations Workshop Series</i></p> <p>Upon enrollment in the program, all participants will complete a two-week 40-hour intensive Foundations Workshop Series that prepares participants to obtain and retain employment. Foundations topics include job readiness training, financial education, life skills, communication, health and wellness, and an introduction to legal services including</p>



housing rights and removing barriers to employment. Participants also complete a job readiness and digital literacy assessment at the beginning of Foundations, and the workshop culminates with a “Stepping Stone” ceremony to recognize participant accomplishments and send the participants off into the next phase of the program.

#### *Small-Group Job Search Training/Assistance and Digital Literacy Training*

Following completion of Foundations, most participants will work with an Employment Coach in small groups to receive training in basic digital literacy, the use of online tools for job search, and topics such as cover letters, résumés, and interviews. Most participants will also receive one-on-one assistance with job search activities from the Employment Coach in Rubicon’s computer labs.

#### *Career Advising and Development*

When participants achieve a minimum level of job readiness, they will meet with a Career Advisor for interest and aptitude assessments and receive customized career planning assistance to help identify a career pathway in a field with living-wage earning potential. Career Advisors specialize in vocational training, academic education, and entrepreneurship tracks, and will provide targeted assistance responsive to the participant’s career interests.

#### *Financial Stability Services*

Financial coaches provide financial literacy services fully integrated with our employment services, including financial coaching, budgeting, assistance with opening bank accounts, lending circles, and credit counseling.

#### *Legal Services*

Attorneys provide a comprehensive legal assessment which identifies issues that may pose barriers to securing employment or housing or otherwise adversely impact income and financial or housing stability. Based on the level of need; advice, brief services, or limited representation might be provided in areas including RAP sheet review, restoring suspended drivers’ license, housing, expungement, and other employment related issues.

#### *Job Placement*

Rubicon’s Workforce Services team cultivates partnerships with employers with no-fee services that include career days, job fairs, public relations assistance, and support to access training and tax credit resources. Workforce Services relies on these mutually beneficial relationships to develop job leads.

The Workforce Liaison will provide individualized placement services to all job-ready participants, including employer-specific mock interview sessions; résumé customization for job leads; and review of cover letters, thank-you notes, and references for specific job leads. The Workforce Liaison will also host the weekly Job Club in which participants can share job search stories and receive peer support. Job placement services will also incorporate agency-wide resources, such as the weekly e-newsletter with current job leads and notice of the Job Club topic for the week. The Workforce Liaison will invite participants to appropriate Job Fairs and other recruitment events held at Rubicon’s centers.

Participation in the Job Club component is high for the two-week Foundations course, at an average of 6 hours per day. As participants move into additional activities, hourly participation diminishes to 2 hours per week on average.





<b>C.</b>	<b>Participation Requirements</b>
	The minimum participation requirement for the first quarter is 36 hours per quarter. After the first quarter, the minimum participation requirement is 4 contacts per month as part of their Rubicon Programs services which may include Rubicon Staff or contracted service providers.
<b>D.</b>	<b>Component Administration &amp; Organizational Responsibilities</b>
	<p>For Fresh Success, the provider organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Assessment and assignment into Fresh Success</li> <li>• Confirmation of initial and ongoing enrollment in CalFresh and CalFresh E&amp;T</li> <li>• Tracking of client participation and reporting of aggregate participation data and reporting measures to the county and Foundation</li> <li>• Issuance of participant reimbursements</li> <li>• Service provision</li> </ul> <p>County organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Referral into Fresh Success</li> <li>• CalFresh eligibility determination and CalFresh E&amp;T registration</li> <li>• Inclusion of Fresh Success participation data within the STAT 47 report</li> </ul> <p>The Foundation's organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Training and technical assistance for startup and ongoing implementation</li> <li>• Planning, oversight, and administration</li> <li>• Claiming and federal reimbursement</li> <li>• Audit preparedness and evaluation</li> <li>• Ongoing updates on CalFresh E&amp;T policies</li> </ul> <p>Please see the Fresh Success Handbook for a more complete description of program procedures.</p>
<b>E.</b>	<b>Geographic Areas Covered</b>
	This component is offered in Richmond and Antioch, is limited to serving Contra Costa residents, and primarily serves residents of West and East Contra Costa County.
<b>F.</b>	<b>Targeted Populations</b>
	This component targets those reentering the community after incarceration.
<b>G.</b>	<b>Participant Estimates</b>
	160
<b>H.</b>	<b>Recipients of Participant Reimbursements</b>
	160
<b>I.</b>	<b>Monthly Cost of Administration</b>
	\$51,094



<b>J.</b>	<b>Monthly Cost of Participant Reimbursements</b>
	\$1,882
<b>K.</b>	<b>Reporting Measure(s):</b>
	In addition to the required federal reporting measures, Rubicon Programs will conduct an exit survey with Fresh Success participants to measure whether the -participant obtained a degree or certificate during Fresh Success participation, their employment status at exit, and their perceptions of the benefits of Fresh Success participation.

<b>A.</b>	<b>Component Name</b>
	<b>Job Retention Services -- Rubicon Fresh Success</b>
<b>B.</b>	<b>Component Description</b>
	<p>The Fresh Success Rubicon Job Retention Services component provides intensive retention services for the first 90 days following Fresh Success participants' entry into unsubsidized employment.</p> <p>During that time, assuming the participant has given consent, Workforce Liaisons contact employers to check retention and help troubleshoot any issues that arise. The participant's Impact Coach continues to contact the participant directly to offer retention support at least three times per quarter.</p> <p>Peer support also remains available to newly employed participants through the Job Club. Directly after employment, combined retention activities are expected to require three-four hours per week, which typically diminishes over time as participants become more independent and familiar with the work environment.</p>
<b>C.</b>	<b>Participation Requirements</b>
	All participants must maintain active communication with Rubicon staff at least two times per month.
<b>D.</b>	<b>Component Administration &amp; Organizational Responsibilities</b>
	<p>For Fresh Success, the provider organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Assessment and assignment into Fresh Success</li> <li>• Confirmation of initial and ongoing enrollment in CalFresh and CalFresh E&amp;T</li> <li>• Tracking of client participation and reporting of aggregate participation data and reporting measures to the county and Foundation</li> <li>• Issuance of participant reimbursements</li> <li>• Service provision</li> </ul> <p>County organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Referral into Fresh Success</li> </ul>



	<ul style="list-style-type: none"> <li>• CalFresh eligibility determination and CalFresh E&amp;T registration</li> <li>• Inclusion of Fresh Success participation data within the STAT 47 report</li> </ul> <p>The Foundation's organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Training and technical assistance for startup and ongoing implementation</li> <li>• Planning, oversight, and administration</li> <li>• Claiming and federal reimbursement</li> <li>• Audit preparedness and evaluation</li> <li>• Ongoing updates on CalFresh E&amp;T policies</li> </ul> <p>Please see the Handbook for a more complete description of program procedures.</p>
E.	<b>Geographic Areas Covered</b>
	This component is offered in Richmond and Antioch, is limited to serving Contra Costa residents, and primarily serves residents of West and East Contra Costa County.
F.	<b>Targeted Populations</b>
	This component targets those reentering the community after incarceration who have participated in the Job Club component.
G.	<b>Participant Estimates</b>
	55
H.	<b>Recipients of Participant Reimbursements</b>
	55
I.	<b>Monthly Cost of Administration</b>
	\$2,689
J.	<b>Monthly Cost of Participant Reimbursements</b>
	\$1,035
K.	<b>Reporting Measure(s):</b>
	In addition to the required federal reporting measures, Rubicon Programs will conduct an exit survey with Fresh Success participants to measure whether the participant obtained a degree or certificate during Fresh Success participation, their employment status at exit, and their perceptions of the benefits of Fresh Success participation.

A.	<b>Component Name</b>
	<b>Education – Southwestern College</b>
B.	<b>Component Description</b>
	SWC Fresh Success will be offered through the Extended Opportunity Programs and Services (EOPS) office at Southwestern College. EOPS is a statewide community college program that supports first-time students in defining and completing their educational objectives. This component is designed to support students in achieving academic success and becoming more employable. Participation in Fresh Success is voluntary for

purposes of CalFresh eligibility. CalFresh sanctions will not be imposed for failure to satisfy participation requirements.

SWC's Fresh Success program will offer: (1) federal-share services for Fresh Success students, with a focus on a new cohort of students not receiving EOPS services; (2) federal-share participant reimbursements for all Fresh Success students; and (3) EOPS services and participant reimbursements funded through the non-federal share. EOPS students may receive new participant reimbursements and services only to the extent that they are unavailable through EOPS.

Federal E&T funds (federal share) will be used at the college for a program that is available solely to CalFresh E&T recipients who have been assessed and assigned into the program. Oversight and administration of the program will be provided by the Fresh Success Director and additional staff assigned to the program.

Fresh Success students will participate in a minimum of one Fresh Success-permissible course per term. In addition, students will receive, at a minimum, Fresh Success services that include case management, one academic progress meeting per term (with at least one follow-up meeting for students with below-average grades), tuition support, and a series of group workshops exclusively for Fresh Success students. These services will be offered concurrently. Workshops may be provided by campus staff with subject-matter expertise, professional role models working in different industries, and other qualified presenters. Topics may include, but are not limited to:

- Industry-specific culture, expectations, and career pathways
- Interviewing and resume-writing tips
- Job-seeking tips
- High-demand local jobs requiring an AA degree or less
- Emotional intelligence in the workplace
- Wages and budgeting
- Healthy lifestyles
- Record expungement
- Career development

If the budget allows, new services also may include facilitated cohort-based learning groups; academic support groups or learning communities; individualized support in resume-writing, interview preparation, career planning, and aptitude testing; support for record expungement; basic financial coaching; work-based learning; and job shadowing opportunities.

EOPS currently provides supplemental educational services not offered by colleges to the general student population. The EOPS program will claim costs for eligible students assessed and assigned into the program, including orientation, priority registration for courses, counseling on educational and career planning, monitoring of academic progress, case management, tutoring, academic and career workshops, and participant reimbursement costs (primarily for required textbooks and transportation).

The Foundation and SWC administer the Fresh Success program. Costs for the Fresh Success program will be claimed through a Foundation invoice to the California Department of Social Services. In addition to community college costs, the Foundation will claim federal share costs for its role in planning, technical assistance, and oversight.



	Fresh Success will coordinate with the School of Counseling and Support Services at Southwestern College to provide students access to community resources and programs affiliated with the college. These include, but are not limited to, the Career Center, where paid internships are offered, and the Southwestern College work experience programs.
<b>C.</b>	<b>Participation Requirements</b>
	Students may participate in Fresh Success during each term that they meet the minimum qualifications until completing their educational goal. Fresh Success students will be required to have at least three in-person contacts per term with the Fresh Success program, including at least one academic progress meeting.
<b>D.</b>	<b>Component Administration &amp; Organizational Responsibilities</b>
	<p>For Fresh Success, the provider organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Assessment and assignment into Fresh Success</li> <li>• Confirmation of initial and ongoing enrollment in CalFresh and CalFresh E&amp;T</li> <li>• Tracking of client participation and reporting of aggregate participation data and reporting measures to the county and Foundation</li> <li>• Issuance of participant reimbursements</li> <li>• Service provision</li> </ul> <p>County organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• E&amp;T planning</li> <li>• Referral into Fresh Success</li> <li>• CalFresh eligibility determination and CalFresh E&amp;T registration</li> <li>• Inclusion of Fresh Success participation data within the STAT 47 report</li> </ul> <p>The Foundation's organizational responsibilities include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Training and technical assistance for startup and ongoing implementation</li> <li>• Planning, oversight, and administration</li> <li>• Claiming and federal reimbursement</li> <li>• Audit preparedness and evaluation</li> <li>• Ongoing updates on CalFresh E&amp;T policies</li> </ul> <p>Please see the Fresh Success Handbook for a more complete description of program procedures.</p>
<b>E.</b>	<b>Geographic Areas Covered</b>
	The program is located on the Southwestern College campus in Chula Vista, California and will serve eligible students who reside in San Diego County.
<b>F.</b>	<b>Targeted Populations</b>

	<p>The Fresh Success program targets CalFresh students who are seeking to improve their employability and are (1) residents of San Diego County, (2) enrolled at least half-time at Southwestern College, (3) registered in at least one Fresh Success-permissible course or in a Fresh Success-permissible program of study at the start of each term, and (4) intending to seek employment upon completion of their community college educational goal. The primary audience will be students who are either timed-out TANF recipients, United States veterans, emancipated foster youth, or educationally disadvantaged. A Fresh Success-permissible course or program of study is part of a program of career and technical education (as defined in section 3 of the Carl D. Perkins Act of 2006), high school or equivalent educational program, remedial education program to achieve a basic literacy level, or instructional program in English as a second language.</p>
<b>G.</b>	<b>Participant Estimates</b>
	150
<b>H.</b>	<b>Recipients of Participant Reimbursements</b>
	150
<b>I.</b>	<b>Monthly Cost of Administration</b>
	\$54,167
<b>J.</b>	<b>Monthly Cost of Participant Reimbursements</b>
	\$7,500
<b>K.</b>	<b>Reporting Measure(s):</b>
	<p>In addition to the federal reporting measures and the Exit Survey described in Part II.H., Southwestern College will use course completion as its reporting measure for the annual report. Course completion will consist of the aggregate of Fresh Success-permissible courses completed for all participants with a grade of D or above, divided by the aggregate of courses attempted by all participants.</p>



#### PART IV. Work Registrants, E&T Deferrals, ABAWDS, AND E&T Participants

Sections A., B., and C. below are not applicable to Fresh Success at the statewide level. These sections are incorporated into each partnering county's E&T Plan.

<b>A Work Registrant Population</b>		
<b>1</b>	Identify the estimated number of work registrants in the existing CalFresh caseload expected to be in the county on October 1, 2017:	N/A
<b>2</b>	Identify The anticipated number of new work registrants to be added between October 1, 2017 and September 30, 2018:	N/A
<b>3</b>	Identify the total number of anticipated work registrants residing in the county for the Federal Fiscal Year (1+2=3):	N/A
<b>4</b>	Identify the sources used and methods employed to prepare work registrant estimates:	
	N/A	

<b>B Deferral Policy</b>		
<b>Reason for Deferral (&amp; number of work registrants deferred)</b>		<b>#</b>
<b>1</b>	Living in a federally determined work surplus area	N/A
<b>2</b>	Lacks dependent care	N/A
<b>3</b>	Lacks transportation to an E&T Program site	N/A
<b>4</b>	Lives an unreasonable distance from the E&T program site	N/A
<b>5</b>	Has a severe family crisis	N/A
<b>6</b>	Temporarily unemployed and expected to return to work within 60 days	N/A
<b>7</b>	Involved in legal difficulties	N/A
<b>8</b>	Has a temporary illness or disability	N/A
<b>9</b>	Under the age of 18 or 50 years of age or older	N/A
<b>10</b>	Living in a CalFresh household with a child under the age of 18 regardless of whether the child is receiving or is eligible to receive CalFresh benefits	N/A
<b>11</b>	Is pregnant	N/A
<b>12</b>	Is an honorably discharged United States veteran	N/A
<b>13</b>	Is a victim of domestic violence	N/A
<b>14</b>	Other	N/A
<b>Total number of anticipated deferred work registrants [add 1 through 14]</b>		N/A





<b>C ABAWD Population</b>		
	<b>1</b>	Identify the estimated number of ABAWDs in the existing CalFresh caseload expected to be in the county on October 1, 2017:
		N/A
	<b>2</b>	Identify the anticipated number of new ABAWDs to be added between October 1, 2017, and September 30, 2018:
		N/A
	<b>3</b>	Identify the total anticipated number of ABAWDs residing in the county for the Federal Fiscal Year (1+2=3):
		N/A
	<b>4</b>	Identify the sources used and methods employed to prepare ABAWD estimates:

<b>D E&amp;T Participants</b>		
	<b>1</b>	Identify the estimated number of mandatory participants during FFY 2018:
		0
	<b>2</b>	Identify the anticipated number of voluntary participants during FFY 2018:
		609

<b>County</b>	<b># of voluntary participants</b>
Contra Costa	244
Sacramento	60
San Benito	45
San Diego	150
Santa Clara	110
<b>TOTAL</b>	<b>609</b>

The anticipated number of Fresh Success participants for each county above has also been incorporated into each county's E&T Plan.



## PART V. Partnerships/Contracts

Partner/Contract	Total Cost	% of E&T Operating Budget
Gavilan College	\$516,000	17%
Los Rios Community College District (Cosumnes River College)	\$350,000	11%
Opportunity Junction	\$204,880	7%
Rubicon Programs	\$680,400	22%
Southwestern Community College District	\$740,000	24%



## PART VI. Operating Budget

	Type of Expenditure					
A	Direct Costs			Non-Federal	Federal	TOTAL
	1	Salary/Wages		85,540	233,026	318,476
	2	Fringe Benefits* Approved Fringe Benefit Rate Used:	32%	27,344	73,960	100,304
	3	Contractual Costs		1,218,104	936,295	2,154,399
	4	Non-capital Equipment and Supplies		0	4,180	4,180
	5	Materials		0	0	0
	6	Travel		5,000	10,000	15,000
	7	Building/Space		0	12,000	12,000
	8	Equipment & Other Capital Expenditures		0	0	0
	Total Direct Costs			1,335,898	1,269,461	2,605,360
B	Indirect Costs					
	1	Indirect Costs*Approved Indirect Cost Rate Used:	19.81%	24,326	90,763	115,088
C	In-Kind Contribution					
	1	Non-Federal In-Kind Contribution		0	0	0
D	Participant Reimbursement					
	1	Dependent Care		5,000	5,000	10,000
	2	Transportation & Ancillary Costs		165,940	165,940	331,880
TOTAL COSTS				1,531,164	1,531,164	3,062,328



## **PART VII. Budget Narrative and Justification**

### **A. Direct Costs**

#### **1. Salary/Wages**

- a. Program and Management Staff (2.5 FTE): Program and management staff will include a full-time manager and senior program specialist and a prorated time allocation for the following staff: Manager of Equity Programs, Chief Operating Officer, Executive Director of Program Development, Program Specialist, Program Assistant, Workforce Development staff. Staff will provide overall Fresh Success provider management and administration; oversee the implementation and management of all Fresh Success contract deliverables; manage community college and community-based organization subcontracts; establish and maintain processes and track outcomes; assist in assessing, monitoring, and facilitating program goals and objectives; provide expertise in workforce development promising practices; provide supervision and oversight to the Fresh Success program staff; and serve as lead in Fresh Success program implementation and expansion.

Total program and management staff salary costs = \$211,676

- b. Fiscal and Legal Staff (1.45 FTE): Fiscal and legal staff will include a prorated time allocation for the following staff: Contracts Manager, General Counsel, Legal Associate, Accounting Manager, Staff Accountant, and Vice President of Accounting. Staff will draft, review, and process all contracts/subcontracts related to participating Fresh Success providers, the California Department of Social Services (CDSS) and the Foundation for California Community Colleges; review and edit forms and documents associated with Fresh Success program implementation; provide supervision to Fresh Success contract staff and monitor the development and execution of all legally binding Fresh Success documents/forms; provide compliance training/guidance to Fresh Success provider staff; provide oversight to Fresh Success budget development including review of all Fresh Success fiscal guidelines and developing budgets for Fresh Success E&T plans and for master contract between the Foundation and CDSS; monitor fiscal compliance including reviewing and approving Fresh Success provider budgets, invoices, and source documentation; conduct desk reviews and in-person visits to support Fresh Success providers for audit processes.

Total fiscal and legal staff salary costs = \$92,650

- c. Development and Communications Staff (0.25 FTE): Development and communications staff will include a prorated time allocation for the following staff: Director of External Relations, External Relations Coordinator, and Communications Assistant. Staff will support the development of Fresh



Success promotional and recruitment materials including those targeting potential program providers, potential Fresh Success participants, and other stakeholders.

Total development and communications staff salary costs = \$14,150

## 2. Fringe Benefits

Fringe benefits are calculated at 32% of total salary costs.

Total fringe benefits costs = \$101,304

## 3. Contractual Costs

- a. Consulting services based on program need. May include experts in effective Employment & Training practices, data collection and management, and program evaluation.

Total cost estimated for consultant services is 40 hours x \$125 per hour = total consultant cost of \$5,000.

- b. Sub-agreements with 5 Fresh Success providers, including three California community colleges and two community-based organizations (CBOs).

Total contractual costs for the administrative costs of Fresh Success providers = \$2,149,399. Participant reimbursements also will be administered through Fresh Success providers and the associated amounts are included in section D below.

## 4. Non-Capital Equipment and Supplies

- a. Office supplies/photocopy: Office supplies including supplies, photocopies, and postage, as well as one-time minor office equipment. Total office supply costs = \$3,000

- b. Telephone: Telephone charges for staff. Total telephone costs = \$1,180.

## 5. Materials

No materials are included in the budget.

## 6. Travel and Staff Training

Travel and per diem costs for trips to meetings, conferences, trainings, technical assistance, and program review site visits. Travel costs estimated for staff include mileage, airfare, hotel, meals, parking, and tolls: 2-3 staff per trip x average of \$325 per person per trip x 20-25 trips. Total travel/per diem costs = \$15,000.



7. Building/Space

A prorated space allocation in proportion to time allocation for a portion of above staff. Total facilities cost = \$12,000

8. Equipment & Other Capital Expenditures

No equipment or other capital expenditures are included in the budget.

**B. Indirect Costs**

The Foundation has a Federally-Negotiated Indirect Cost Rate Agreement. The rate is applied to total direct costs less subcontracts in excess of \$25,000. Indirect rate is applied to subcontracts up to a total of \$25,000 as per federal guidelines in the “Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards.” The Foundation anticipates five newly-executed subcontracts during FFY 2018 and will include \$125,000 (\$25,000 x 5) of subcontracts in the modified total direct costs calculation.

The indirect rate used to calculate costs is 19.81% of the modified total direct costs = total indirect costs \$115,088

**C. In-Kind Contribution**

No in-kind contributions are included in the budget.

**D. Participant Reimbursement**

1. Dependent Care: One Fresh Success provider will offer dependent care reimbursements as described in part II.G. above. Reimbursements will not exceed the rates in California's Regional Market Rate ceilings. Total dependent care budget = \$10,000.
2. Transportation/Ancillary Costs: All Fresh Success providers will offer transportation support and other ancillary costs as described in part II.G. above. Ancillary costs eligible for reimbursement will vary by provider but may include clothing and tools; housing and utilities; legal services; medical, vision, and dental expenses; personal hygiene products and services; tests and fees (excludes community college course fees); textbooks, training materials, and supplies; union dues, licensing/bonding fees; and minor automobile repairs. Total cost estimated for Fresh Success transportation and ancillary participant reimbursement at 5 providers = \$331,880.



**PART VIII. Summary of E&T Budget for FFY 2018**

Planned Costs by Funding Category		
	Category	Cost Estimate
<b>1</b>	<b>100 Percent Federal E&amp;T Grant</b>	<b>0</b>
<b>2</b>	<b>Overmatch for Administration Cost</b>	
	<b>a</b> 50 Percent Federal	<b>\$1,360,224</b>
	<b>b</b> 50 Percent Non-Federal	<b>\$1,360,224</b>
	<b>c</b> Subtotal for Overmatch (2a + 2b)	<b>\$2,720,448</b>
<b>3</b>	<b>Participant Reimbursement for Transportation/Ancillary</b>	
	<b>a</b> 50 Percent Federal	<b>\$165,940</b>
	<b>b</b> 50 Percent Non-Federal	<b>\$165,940</b>
	<b>c</b> Subtotal for Transportation/Ancillary (3a + 3b)	<b>\$331,880</b>
<b>4</b>	<b>Participant Reimbursement for Dependent Care</b>	
	<b>a</b> 50 Percent Federal	<b>\$5,000</b>
	<b>b</b> 50 Percent Non-Federal	<b>\$5,000</b>
	<b>c</b> Subtotal for Dependent Care (4a + 4b)	<b>\$10,000</b>
<b>5</b>	<b>Grand Total of Planned Cost (1+2c+3c+4c)</b>	<b>\$3,062,328</b>



## Attachment 1: Fresh Success FFY 2018 E&T Plan Participant Reimbursements

Gavilan College Fresh Success		
Type	Planned Amounts (e.g., maximums)	Components
<b>Transportation</b>	Up to a \$100 per month cap for a gas card, individual bus tickets, public transportation passes, and/or mileage. Parking permits of \$25-\$50 per term with up to three terms per fiscal year. Exceptions to the cap may be granted in extenuating circumstances.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Clothing and tools</b>	Up to \$250 per fiscal year for training or work required clothing and tools. Exceptions to the limit can be made for extenuating circumstances.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Housing and utilities</b>	Emergency housing assistance for up to one month; emergency utilities for up to one month, capped at \$250 per fiscal year.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Medical, vision, and dental expenses; personal hygiene products and services</b>	Personal hygiene products and services capped at \$25 per month.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Tests and fees (excludes community college course fees)</b>	Up to a cap of \$250 per fiscal year. Exceptions to the limit can be made for extenuating circumstances.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Textbooks, training materials, and supplies</b>	Up to a cap of \$1,000 per fiscal year for the full cost of required textbooks for Fresh Success-permissible courses	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Minor automobile repairs</b>	Repair costs capped at \$250 per term including spring, summer and fall.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention

## Attachment 1: Fresh Success FFY 2018 E&T Plan Participant Reimbursements

Cosumnes River College Fresh Success		
Type	Planned Amounts (e.g., maximums)	Components
<b>Transportation</b>	Up to \$100 per month for a gas card, individual bus tickets, public transportation passes in excess of \$20 per term, and/or mileage. Parking permits of \$15-35 per term (up to three terms per fiscal year). Exceptions to the cap may be granted in extenuating circumstances.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Clothing and tools</b>	Up to \$400 per term for training or work required clothing and tools. Exceptions to the limit can be made for extenuating circumstances.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Housing and utilities</b>	Emergency housing for up to one month; emergency utilities for up to one month, capped at \$1000 per fiscal year.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Tests and fees (excludes community college course fees)</b>	Up to a cap of \$100 per fiscal year. Exceptions to the limit can be made for extenuating circumstances.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Textbooks, training materials, and supplies</b>	Up to a cap of \$800 per term for the full cost of required textbooks for Fresh Success-permissible courses	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention

## Attachment 1: Fresh Success FFY 2018 E&T Plan Participant Reimbursements

Opportunity Junction Fresh Success		
Type	Planned Amounts (e.g., maximums)	Components
<b>Transportation</b>	Up to a \$25 per month for a gas card, up to \$60 for a monthly bus pass or other public transportation passes, and/or mileage. Community college parking permits at actual cost (currently \$25 per term) for up to three terms per year. Exceptions to the gas card cap may be granted in extenuating circumstances.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input checked="" type="checkbox"/> Vocational <input checked="" type="checkbox"/> Retention
<b>Clothing and tools</b>	<p>Up to \$70 per fiscal year for training- or work-required clothing through a <i>Wardrobe for Opportunity</i> voucher. Exceptions to the limit can be made for extenuating circumstances up to \$150. Those entering occupations that require uniforms, work clothes, or special shoes may be reimbursed for these items, at the discretion of the case manager, up to \$350.</p> <p>Up to \$300 per fiscal year for training- or work-required tools. Exceptions to the limit can be made for extenuating circumstances.</p>	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input checked="" type="checkbox"/> Vocational <input checked="" type="checkbox"/> Retention
<b>Medical, vision, and dental expenses; personal hygiene products and services</b>	Personal hygiene products and services capped at \$100 per fiscal year, within the discretion of the case manager.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input checked="" type="checkbox"/> Vocational <input checked="" type="checkbox"/> Retention
<b>Tests and fees (excludes community college course fees)</b>	An average of three \$34 Microsoft Office testing vouchers per fiscal year. An average of \$130 per participant for Contract Education, purchased through a vendor (Vocational component). Exceptions to these amounts can be made for extenuating circumstances.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input checked="" type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Textbooks, training materials, and supplies</b>	Up to a cap of \$500 per term for the full cost of required textbooks for Fresh Success-permissible courses at Los Medanos College. An average of \$20 per participant for one book for a Contract Education course at Opportunity Junction.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input checked="" type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Union dues, licensing/bonding fees, pre-employment screening and certification</b>	Dues and fees capped at \$200 per fiscal year, upon request and at the discretion of the case manager. Provided via reimbursement or occasionally by direct purchase.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input checked="" type="checkbox"/> Vocational <input type="checkbox"/> Retention

## Attachment 1: Fresh Success FFY 2018 E&T Plan Participant Reimbursements

Rubicon Programs Fresh Success		
Type	Planned Amounts (e.g., maximums)	Components
<b>Transportation</b>	Up to a \$50 per month cap for a gas card, individual bus tickets, public transportation passes, and/or mileage. Exceptions to the cap may be granted in extenuating circumstances.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input type="checkbox"/> Vocational <input checked="" type="checkbox"/> Retention
<b>Clothing and tools</b>	Up to \$100 per fiscal year for interview, training, or work-required clothing, up to \$150 per fiscal year for special shoes required for work (e.g., rubber sole, steel-toed), and up to \$300 per fiscal year for training- or work-required tools. Exceptions to the limit can be made for extenuating circumstances.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input type="checkbox"/> Vocational <input checked="" type="checkbox"/> Retention
<b>Medical, vision, and dental expenses; personal hygiene products and services</b>	Medical, vision, and dental services capped at \$500 per fiscal year. Exceptions to the limit can be made in extenuating circumstances.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input type="checkbox"/> Vocational <input checked="" type="checkbox"/> Retention
<b>Tests and fees (excludes community college course fees)</b>	Up to a cap of \$150 per fiscal year. Exceptions to the limit can be made for extenuating circumstances.	<input checked="" type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input type="checkbox"/> Education <input type="checkbox"/> Vocational <input checked="" type="checkbox"/> Retention
<b>Union dues, licensing/ bonding fees</b>	Dues and fees capped at \$500 per fiscal year. Exceptions to the limit can be made for extenuating circumstances.	<input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Retention

## Attachment 1: Fresh Success FFY 2018 E&T Plan Participant Reimbursements

Southwestern College Fresh Success		
Type	Planned Amounts (e.g., maximums)	Components
<b>Dependent care</b>	Not to exceed the Regional Market Rate ceiling for San Diego County and capped at \$1,000 per fiscal year. Exceptions to the cap may be made for extenuating circumstances, but the market rate requirement will still apply.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Transportation</b>	Up to a \$160 per month cap for a gas card, individual bus tickets, public transportation passes, and/or mileage. Exceptions to the cap may be granted in extenuating circumstances. College parking permits of \$20-\$40 per term (up to three terms per year).	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Clothing and tools</b>	Up to \$100 per fiscal year for training or work required clothing and tools. Exceptions to the limit can be made for extenuating circumstances.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Housing and utilities</b>	Emergency housing for up to one month; emergency utilities for up to one month, capped at \$100 per fiscal year.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Legal services</b>	Legal services capped at \$100 per fiscal year.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Medical, vision, and dental expenses; personal hygiene products and services</b>	Medical and dental services capped at \$500 per fiscal year. Personal hygiene products and services capped at \$50 per fiscal year.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Tests and fees (excludes community college course fees)</b>	Up to a cap of \$50 per semester. Exceptions to the limit can be made for extenuating circumstances.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Textbooks, training materials, and supplies</b>	Up to a cap of \$600 per term for the full cost of required textbooks for Fresh Success-permissible courses.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention

**Attachment 1: Fresh Success FFY 2018 E&T Plan Participant Reimbursements**

<b>Southwestern College Fresh Success</b>		
<b>Union dues, licensing/bonding fees</b>	Dues and fees capped at \$100 per fiscal year	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention
<b>Minor automobile repairs</b>	Repair costs capped at \$500 per fiscal year.	<input type="checkbox"/> Job club <input type="checkbox"/> Work exp. <input checked="" type="checkbox"/> Education <input type="checkbox"/> Vocational <input type="checkbox"/> Retention

## Contractor Detail Addendum

<b>Partner/Contract Name</b>	<b>Gavilan College</b>			
<b>Monitoring and Communicating with Contractor(s)</b>	Fresh Success is operated through the Foundation for California Community Colleges (Foundation) under their direct contract with the California Department of Social Services. The Foundation retains responsibility for monitoring and oversight of the Fresh Success provider to ensure compliance with E&T requirements. The Foundation will maintain regular communication with the Provider through phone calls, emails, webinars, and in-person visits. Progress will be monitored through these regular communications, as well as through the review of quarterly invoices and STAT 47 data and annual reports and participant data.			
<b>Role of Contractor</b>	Fresh Success implementation at Gavilan College			
<b>Timeline</b>	<b>Start</b>	Ongoing	<b>End</b>	Ongoing
<b>Description of Activities/Services</b>	Gavilan College will implement an Employment & Training Education component through its Fresh Success program. The voluntary program will be available to qualifying students attending Fresh Success-permissible classes (including GED, ESL, career technical education, and adult basic education) and who are members of a group that Gavilan research has identified as having the highest inequities in student outcomes, which currently includes Latinos, low-income students, and emancipated foster youth. In addition, Fresh Success will serve students timed out of TANF. Fresh Success services will include case management, orientation to the college and the Fresh Success program, academic and career counseling, development of an Educational Plan, tuition support, and a series of group workshops exclusively for Fresh Success students, as well as participant reimbursements to support transportation, textbooks, class supplies, and other ancillary costs. Gavilan College's Fresh Success program is offered through their contract directly with the Foundation for California Community Colleges. Additional information is provided in Part III E&T Component Detail.			
<b>Funding</b>	Fresh Success is funded with 50% reimbursement funds. Gavilan Joint Community College's non-federal sources include Student Equity Funds and Community College District Funds, California College Promise Grants, and in-kind facilities, and may also include EOPS funding, volunteers, recycled federal funds, and philanthropic and corporate grants.			
<b>Evaluation</b>	Annual reporting measures will be provided to the Foundation, which will incorporate them into its annual report to CDSS. The Fresh Success provider will submit quarterly STAT 47 data to be incorporated into the county's STAT 47 submission to CDSS.			



## Contractor Detail Addendum

<b>Partner/Contract Name</b>	<b>Cosumnes River College (CRC)</b>			
<b>Monitoring and Communicating with Contractor(s)</b>	Fresh Success is operated through the Foundation for California Community Colleges (Foundation) under their direct contract with the California Department of Social Services. The Foundation retains responsibility for monitoring and oversight of the Fresh Success provider to ensure compliance with E&T requirements. The Foundation will maintain regular communication with the Provider through phone calls, emails, webinars, and in-person visits. Progress will be monitored through these regular communications, as well as through the review of quarterly invoices and STAT 47 data and annual reports and participant data.			
<b>Role of Contractor</b>	Fresh Success implementation at Cosumnes River College			
<b>Timeline</b>	<b>Start</b>	Ongoing	<b>End</b>	Ongoing
<b>Description of Activities/Services</b>	Cosumnes River College will implement an Employment & Training Education component through its Fresh Success program. The voluntary program will be available to qualifying students attending Fresh Success-permissible classes (including GED, ESL, career technical education, and adult basic education). The program will be offered through college's Extended Opportunity Programs and Services (EOPS) office. EOPS is a statewide community college program that supports first-time students in defining and completing their educational objectives. Fresh Success services will include case management, one academic progress meeting per term for students not receiving EOPS (with at least one follow-up meeting for students with below-average grades), tuition support, and a series of group workshops exclusively for Fresh Success students, as well as participant reimbursements to support transportation, textbooks, class supplies, and other ancillary costs. CRC's Fresh Success program is offered through their contract directly with the Foundation for California Community Colleges. Additional information is provided in Part III E&T Component Detail.			
<b>Funding</b>	Fresh Success is funded with 50% reimbursement funds. CRC's non-federal sources include EOPS funding, Student Equity Funds, California College Promise Grants, and in-kind facilities, and may also include Community College District Funds, volunteers, recycled federal funds, and philanthropic and corporate grants.			
<b>Evaluation</b>	Annual reporting measures will be provided to the Foundation, which will incorporate them into its annual report to CDSS. The Fresh Success provider will submit quarterly STAT 47 data to be incorporated into the county's STAT 47 submission to CDSS.			

## Contractor Detail Addendum

Partner/Contract Name	Opportunity Junction
Monitoring and Communicating with Contractor(s)	Fresh Success is operated through the Foundation for California Community Colleges (Foundation) under their direct contract with the California Department of Social Services. The Foundation retains responsibility for monitoring and oversight of the Fresh Success provider to ensure compliance with E&T requirements. The Foundation will maintain regular communication with the Provider through phone calls, emails, webinars, and in-person visits. Progress will be monitored through these regular communications, as well as through the review of quarterly invoices and STAT 47 data and annual reports and participant data.
Role of Contractor	Fresh Success implementation at Opportunity Junction
Timeline	Start Ongoing End Ongoing
Description of Activities/Services	Opportunity Junction will offer Employment & Training Job Club, Vocational Training, and Job Retention components, primarily to East Contra Costa residents, through its Fresh Success program. Additional detail on their plans is available in the Foundation's Fresh Success Employment & Training Plan. Through Job Club, Opportunity Junction will offer workshops and group trainings; resume, job search, and job application assistance; interview preparation; and placement assistance. The Vocational Training component will prepare participants for administrative careers through computer and life skills training. The Job Retention component will provide up to 90 days of assistance to E&T participants who obtain unsubsidized employment. All participants will be eligible for appropriate participant reimbursements. Additional information is provided in Part III E&T Component Detail.
Funding	Fresh Success is funded with 50% reimbursement funds. Opportunity Junction's non-federal sources include Community Development Block Grant funds of Antioch, Pittsburg and Contra Costa, philanthropic and corporate grants, and agency unrestricted/general funds (including donations).
Evaluation	Annual reporting measures will be provided to the Foundation, which will incorporate them into its annual report to CDSS. The Fresh Success provider will submit quarterly STAT 47 data to be incorporated into the county's STAT 47 submission to CDSS.

## Contractor Detail Addendum

Partner/Contract Name	Rubicon Programs			
Monitoring and Communicating with Contractor(s)	Fresh Success is operated through the Foundation for California Community Colleges (Foundation) under their direct contract with the California Department of Social Services. The Foundation retains responsibility for monitoring and oversight of the Fresh Success provider to ensure compliance with E&T requirements. The Foundation will maintain regular communication with the Provider through phone calls, emails, webinars, and in-person visits. Progress will be monitored through these regular communications, as well as through the review of quarterly invoices and STAT 47 data and annual reports and participant data.			
Role of Contractor	Fresh Success implementation at Rubicon Programs			
Timeline	Start	Ongoing	End	Ongoing
Description of Activities/Services	Rubicon Programs will implement voluntary Employment & Training Job Club and Job Retention components, primarily for residents of West and East Contra Costa County, through its Fresh Success program. The Job Club component consists of an average of four months of intensive services targeted to the specific needs of participants, including: (1) case management, including goal setting and service navigation assistance; (2) pre-employment job readiness training one-on-one and in groups; (3) small-group job search training/assistance and digital literacy training; (4) career advising and development, including career assessments and planning, and experiential learning opportunities; (5) job placement; and (6) financial stability services to assist participants with improving their credit, starting and funding a savings account, and balancing their budget. The Job Retention component provides intensive retention services for the first 90 days following Fresh Success participants' entry into unsubsidized employment. All participants will be offered appropriate participant reimbursements. Additional information is provided in Part III E&T Component Detail.			
Funding	Fresh Success is funded with 50% reimbursement funds. Rubicon Program's non-federal sources include AB109 Public Safety Realignment funds, philanthropic and corporate grants, and agency unrestricted/general funds (including donations).			
Evaluation	Annual reporting measures will be provided to the Foundation, which will incorporate them into its annual report to CDSS. The Fresh Success provider will submit quarterly STAT 47 data to be incorporated into the county's STAT 47 submission to CDSS.			

## Contractor Detail Addendum

<b>Partner/Contract Name</b>	<b>Southwestern College</b>			
<b>Monitoring and Communicating with Contractor(s)</b>	Fresh Success is operated through the Foundation for California Community Colleges (Foundation) under their direct contract with the California Department of Social Services. The Foundation retains responsibility for monitoring and oversight of the Fresh Success provider to ensure compliance with E&T requirements. The Foundation will maintain regular communication with the Provider through phone calls, emails, webinars, and in-person visits. Progress will be monitored through these regular communications, as well as through the review of quarterly invoices and STAT 47 data and annual reports and participant data.			
<b>Role of Contractor</b>	Fresh Success implementation at Southwestern College			
<b>Timeline</b>	<b>Start</b>	Ongoing	<b>End</b>	Ongoing
<b>Description of Activities/Services</b>	Southwestern College will implement an Employment & Training Education component through its Fresh Success program. The voluntary program will be available to qualifying students attending Fresh Success-permissible classes (including GED, ESL, career technical education, and adult basic education). Southwestern College's Fresh Success program will be offered through its Extended Opportunity Programs and Services (EOPS) office. EOPS is a statewide community college program that supports first-time students in defining and completing their educational objectives. Participating students will receive case management, one academic progress meeting per term (with at least one follow-up meeting for students with below-average grades), tuition support, and a series of group workshops exclusively for Fresh Success students. Students also will be offered participant reimbursements, including support for dependent care, transportation, textbooks, and other ancillary costs. Additional information is provided in Part III E&T Component Detail.			
<b>Funding</b>	Fresh Success is funded with 50% reimbursement funds. Southwestern College's non-federal sources include EOPS funding, Student Equity Funds, California College Promise Grants, and in-kind facilities, and may also include Community College District Funds, volunteers, recycled federal funds, and philanthropic and corporate grants.			
<b>Evaluation</b>	Annual reporting measures will be provided to the Foundation, which will incorporate them into its annual report to CDSS. The Fresh Success provider will submit quarterly STAT 47 data to be incorporated into the county's STAT 47 submission to CDSS.			

## Appendix F. Foundation for Callifornia Community Colleges CalFresh Participant Data

	<b>Gavilan College</b>	<b>Cosumnes River College</b>	<b>Opportunity Junction</b>	<b>Rubicon Programs</b>
Actual unduplicated participants	106	27	13	74
<b>Gender</b>				
Male	28%	11%	25%	80%
Female	67%	89%	75%	20%
Unknown	5%	0%	0%	0%
<b>Ethnicity</b>				
Of Hispanic, Latino, or Spanish origin	58%	7%	17%	18%
Not of Hispanic, Latino, or Spanish origin	41%	93%	83%	81%
Unknown ethnicity	1%	0%	0%	1%
<b>Race</b>				
American Indian or Alaska Native	0%	0%	0%	3%
American Indian or Alaska Native and Black or African American	0%	0%	0%	0%
American Indian or Alaska Native and White	0%	0%	0%	0%
Asian	0%	19%	8%	3%
Asian and White	0%	0%	8%	0%
Black or African American	15%	54%	15%	51%
Black or African American and White	2%	0%	8%	0%
Native Hawaiian or Other Pacific Islander	4%	0%	0%	1%
White	58%	23%	31%	30%
Other Responses for Two or More Races	12%	4%	31%	3%
Unknown	1%	0%	0%	9%
<b>Age</b>				
16-17	0%	0%	0%	0%
18-35	68%	48%	38%	50%
36-49	15%	22%	54%	38%
50-59	6%	26%	0%	11%
60 or older	1%	4%	8%	1%
<b>Dependents</b>				
None	46%		62%	57%
1 or more	54%		38%	43%
<b>English as a Second Language</b>				
yes	13%	30%	0%	0%
no	87%	70%	100%	100%
<b>Had high school diploma or GED prior to E&amp;T services</b>				
yes	89%	100%	85%	74%
no	11%	0%	15%	26%



# Fact Sheet

March 2018

## Contra Costa County CalFresh Recipients May Be Facing ABAWD Time Limits Previously Waived

### Introduction

CalFresh helps fight hunger by providing food to low income households. CalFresh is a critical anti-poverty benefit. An *able-bodied adult without dependents* (ABAWD) is an adult CalFresh recipient between the ages of 18 and 49 who is considered able-bodied and does not have dependent children. In 1996, a time limit of three months for receiving benefits was imposed as part of welfare reform if the recipient was not working a specified number of hours each month. Contra Costa County has been exempt from the ABAWD requirements as part of a statewide waiver. However, due to the low unemployment rate in the county, these restrictions may be imposed in late 2018.

### Summary

We estimate that there are 4,398 ABAWDs currently receiving CalFresh<sup>1</sup>. This is based on a calculated field within CalWin<sup>2</sup>. A separate query that coded for specific exemptions produced an estimate of 3,900-4,600 individuals who may be at risk of losing benefits, depending on the specific parameters and exemptions used. This range includes those that have average work hours on the edge of what may exempt them from ABAWD status. Since the criteria for ABAWD status is not permanent, clients can shift in and out of ABAWD status from month to month.

The majority of ABAWDs are men. Of all ABAWDs, African Americans are overrepresented in compared to the overall racial composition of the county (33% of ABAWDs compared to 9% of the overall population). Nearly half of ABAWDs are under 30-years-old. In all, 78% of ABAWDs are receiving Medi-Cal. Enrollment in General Assistance is also low, although given the short duration of those benefits for employable persons, it is possible some people have timed out of GA eligibility.

Nearly half (43%) of ABAWDs reside in East County, with over 1,000 people in Antioch alone. This is notable because the unemployment rate in East County (6.3%) is higher than the county average (3.9%), and also higher than Richmond (4.5%). Additionally, there are few public transit options and other services for this population to access qualifying employment and educational activities needed to keep their benefits.

### Demographics

Of the 4,398 marked as ABAWD in CalWin, the vast majority speak English and are U.S. citizens. Over half of ABAWDs are men. There is a great deal of racial diversity among ABAWDs, although the largest racial/ethnic groups are Black/African American (33%), white (29%), and Hispanic/Latino (14%). The average age is 33-years-old.

#### Gender

Male	61%
Female	39%

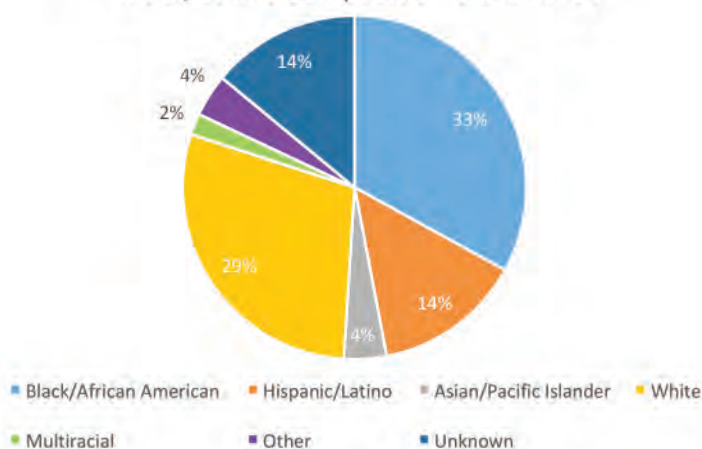
#### Citizenship

Not a citizen	3%
Citizen	97%

#### Language

English	98%
Spanish	2%
Other	<1%

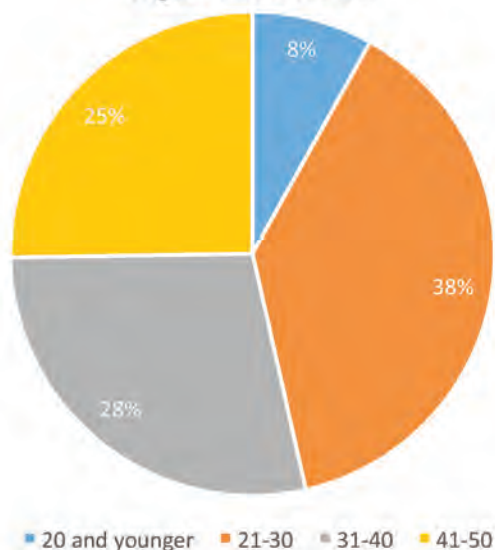
Racial/Ethnic Composition of ABAWDs



Continued on next page



### Age of ABAWDs



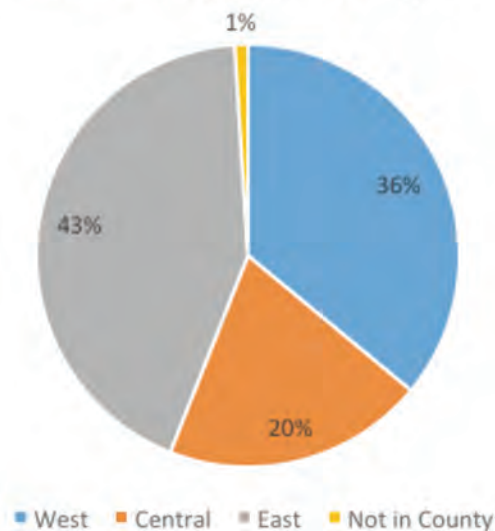
## Enrollment in Other Benefits

Of the 4,398 ABAWDs identified in CalWin (all of whom are receiving CalFresh), 3,460 (77%) are also receiving Medi-Cal. Interestingly, for 939 ABAWD customers (22% of ABAWDs), CalFresh is the only primary benefit program they are receiving. As of February 2017, 174 ABAWDs (4%) were receiving General Assistance. However, those benefits time out after 90 days for many GA recipients and we do not know how many ABAWDs have already reached their eligibility limits.

## Location

Almost half of the ABAWD population resides in East County. This is notable because East county has a higher unemployment rate than the county average (6.3% vs 3.9%), and less access to public transportation to commute to an area with more work opportunities. Central County has the lowest proportion of ABAWDs.

### ABAWDs by County Region



*Document subject to revision as further analysis is completed.*

For questions related to ABAWD, contact:  
Rebecca Darnell at (925) 608-4910  
Deputy Director, Workforce Services

Prepared by:  
Policy & Planning Division  
Devorah Levine, J.D., Assistant Director



<sup>1</sup>This number should be treated as an estimate. It is based on an automated field within CalWin. The number of working ABAWDs is also an estimate based on who had an employment beginning date in CalWin, but no employment end date. Customers may not update their work information with EHSD when they are not filing for renewal, and it is possible this information is out-of-date or inaccurate.

<sup>2</sup>CalWIN is an online system that supports eligibility determination, case management, and data reporting for CalFresh and other EHSD benefit programs.





# 2018 CalFresh ABAWD Customer Survey

September 27, 2018

Allison Pruitt  
Research and Evaluation Manager  
Policy and Planning  
Employment and Human Services

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CONTRA COSTA COUNTY

EMPLOYMENT & HUMAN SERVICES



## REPORT: 2018 CALFRESH ABAWD SURVEY

In June 2018, Contra Costa Employment and Human Services surveyed CalFresh recipients who were able-bodied and did not have dependents. We received 284 responses. We designed this survey in partnership with the Food Bank of Contra Costa & Solano with input from consultants, the Glen Price Group (GPG). This survey was designed to support the efforts of the Core Planning Team (CPT) assembled by the Food Bank of Contra Costa & Solano to plan for the end of the waiver that previously exempted able-bodied adults without dependents from CalFresh work requirements. This report contains the results of the survey as well as respondent's verbatim write-in responses, preceded by brief summaries.

### EXECUTIVE SUMMARY

An able-bodied adult without dependents (ABAWD) is an adult CalFresh recipient between the ages of 18 and 49 who is considered able-bodied and does not have dependent children. Overall, nearly one-third (30%) of ABAWDs were currently working, though less than half were regularly working over 20 hours per week. Of those who were unemployed, nearly half (45%) had been out of work for more than one year. Retail and office work were the most commonly listed areas of employment.

Although over two-thirds (68%) of respondents said they were searching for a job, respondents reported several barriers to employment. Over two-thirds (69%) said they did not know of companies who were hiring near where they lived, and roughly one-quarter of respondents said they did not have references (29%), had gaps in their work history they could not explain (23%), or did not know what pay to expect (28%). Over 21% of respondents did not have a permanent place to live, were at risk of eviction, or homeless. One-third reported having a health condition or disability that impacted their ability to work. Nearly one-fifth (18%) said they were a caregiver for a dependent child or adult. Additionally, half of respondents said they did not own a car and over one quarter (29%) did not have a driver's license.

The vast majority (95%) of respondents had graduated from high school, with 30% having only a high school diploma or GED. The remaining two-thirds of respondents had attended some college, had a college degree, or a career certificate. Still, over one-third (36%) said they were interested in taking community college classes and 40% said they would be interested in a job training and placement program.

## BACKGROUND OF ABAWD

CalFresh helps fight hunger by providing food to low income households. CalFresh is a critical anti-poverty benefit. In 1996, a time limit of three months for receiving benefits was imposed as part of welfare reform if the recipient was not working a specified number of hours each month. Contra Costa County has been exempt from the ABAWD requirements as part of a statewide waiver since 2008.

However, due to the low unemployment rate in the county, ABAWD restrictions may be imposed in late 2019. Under the ABAWD restrictions, individuals receiving CalFresh who are not working at least 80 hours per month, attending approved educational activities, or participating in other qualified work activities (e.g., volunteering) may become ineligible for food assistance. The California Department of Social Services (CDSS) has opted to use a “fixed clock” system, which means that once the restrictions are in effect, they will reset for everyone on January 1<sup>st</sup>, 2020. At that time, ABAWDs may receive an additional three months of benefits through 2023.

## CALFRESH EMPLOYMENT AND TRAINING

CalFresh Employment and Training (CFET) is a workforce development program designed to assist low income individuals enrolled in CalFresh gain access to better jobs and better wages through improved employment and training opportunities. Contra Costa collaborates with Rubicon Programs, Opportunity Junction, and the Foundation for California Community Colleges to provide training activities that meet the ABAWD 20-hour requirement. These activities include work experience, internships, workshops, and job application assistance. At this time, the program is voluntary and we have an average of eight participants each month. Historically, voluntary enrollment in this program has been low. However, we expect enrollment to increase once the ABAWD restrictions are imposed next year. In order to meet increased demand, the CFET partners will not only need to expand the number of people the program can serve, but address barriers to participation that have led to so many people meeting the ABAWD criteria to opt out of the program.

## IMPLICATIONS FOR THE END OF THE ABAWD WAIVER

In the spring and summer of 2018, EHSD participated in CPT meetings organized by the Food Bank of Contra Costa & Solano to plan for the end of the ABAWD waiver. This section comments on the strategies considered highly feasible by that group, as well as implications for our current CalFresh Employment and Training program.

**Linkages to Health Services and other healthcare providers.** One-third of survey respondents reported having a health condition or disability that impacted their ability to work or attend training. One in ten of these individuals had not been able to see a doctor about the issue. It is possible that some customers that would currently be considered ABAWDs have undiagnosed or untreated medical issues that warrant exemptions. Some Federal officials have threatened imposing similar work requirements on Medi-Cal participation, which would be especially problematic for this population.

**Using a CalFresh Navigator to help clients understand ABAWD rules.** Many ABAWDs are currently working or in school. However, they must be able to track their activities and provide proof they are meeting minimum hours requirements. This might be especially difficult for those working in subsidized employment. The Navigator may also be able to help screen for potential exemptions, such as health issues, and connect clients to additional resources. The results of the survey show that ABAWDs may be most in need of job search, housing, and legal assistance. This position could also help increase EHSD's internal communication and education about the end of the ABAWD waiver.

**Expanding potential dependent care exemptions.** Currently, "dependent" is defined very narrowly in the ABAWD statutes. In this survey, nearly one-fifth of respondents reported being a caregiver. For those who provided additional information, this often included sick parents, care of siblings or other children that were not their own son or daughter (such as a niece). These cases are only exempt if the client lives in a household with a child under eighteen who is also receiving CalFresh (even if they are not their legal caregiver). Caring for parents and children who are outside of the household or not receiving CalFresh is not currently exempt, though counties and community organizations could make a case for these individuals to be exempt.

**Need for housing resources.** Nearly a quarter of survey respondents were homeless, at immediate risk of eviction, or did not have a permanent place to live. Unstable housing would make it more difficult for this population to meet requirements. Currently, there is an exemption for those experiencing chronic homelessness, though this may not cover those at risk of eviction or those living in precarious situations (e.g., living on a friend's sofa).

**Support for working ABAWDs.** Nearly one-third of survey respondents were working, but nearly half were not regularly working 20 hours per week and would be unable to do so in their current positions. These individuals would still be at risk of losing their CalFresh benefits. Supplemental activities would need to be flexible to allow these individuals to keep their current positions while still participating in the E&T program.

**There are dual issues of chronic unemployment and job retention.** Nearly half of survey respondents who were not working have been out of work for nearly a year. These individuals were less likely to have employment references and other resources to get a job. Others have been working, but have had multiple jobs in the past year. These latter individuals seem to have the resources to get a job, but need support to retain those positions. These individuals may benefit from adding additional CFET partners and a workfare option to provide more employment, education, and volunteer opportunities.

**Low awareness of job training and education programs.** Only one-third of survey respondents were aware of free and low-cost employment and education programs in this area. EHSD could make a list of CFET-related and other

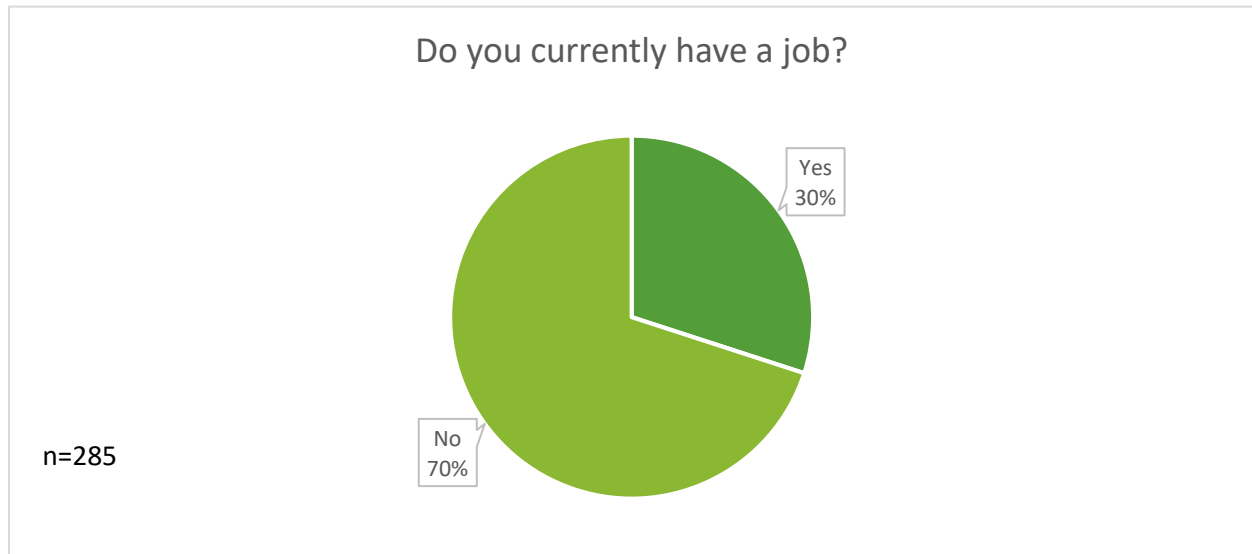
resources available, as suggested by the CPT, to distribute at both EHSD offices and with community partners. These resources could also be made available on the EHSD website.

**Improve external communication to clients and community partners.** As the ABAWD exemption ends, EHSD will need to communicate with those who will potentially lose benefits. Since many ABAWDs do not have regular access to a computer, online-only communication may be delayed. EHSD will also need to communicate with community partners, such as the Food Bank, about the end of the waiver. This is especially true for partners who distribute CalFresh applications. Those who offer assistance applying for CalFresh should also have information about potential exemptions and relay this information to the county, as only eligibility workers can make the “unfit for work” determination.

## FULL SURVEY RESULTS

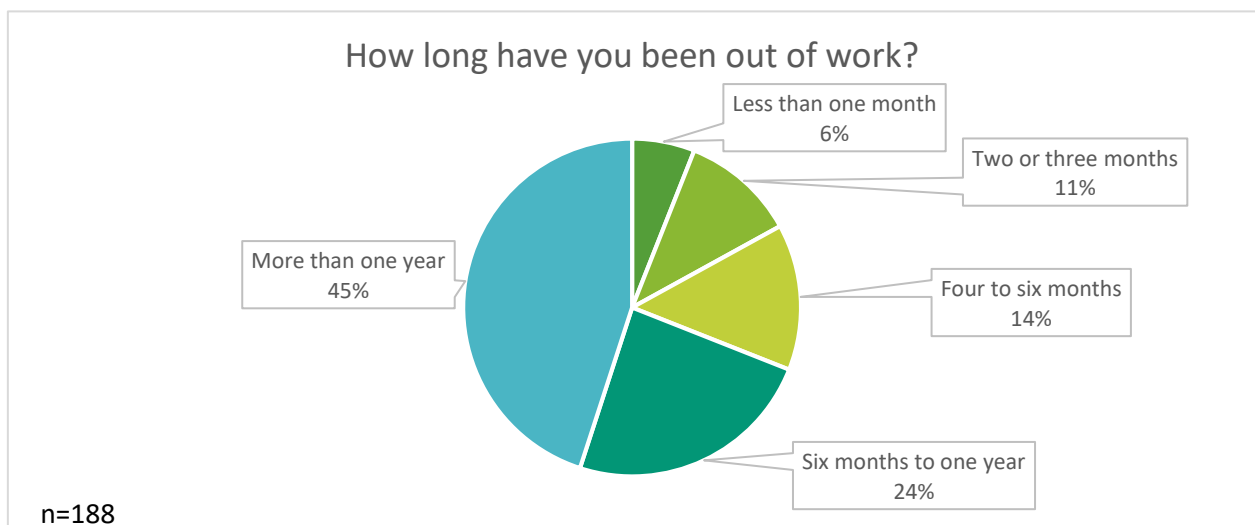
### 1. Do you currently have a job?

Less than one-third of respondents are currently working. A greater proportion of those who were employed were under age 30 or lived in West County. Nationally, those under age 30 have historically had a higher unemployment rate when compared to older adults, so this finding is not surprising in light of those trends. However, West County is generally thought of as having more access to education and employment opportunities than Central or East Contra Costa County.



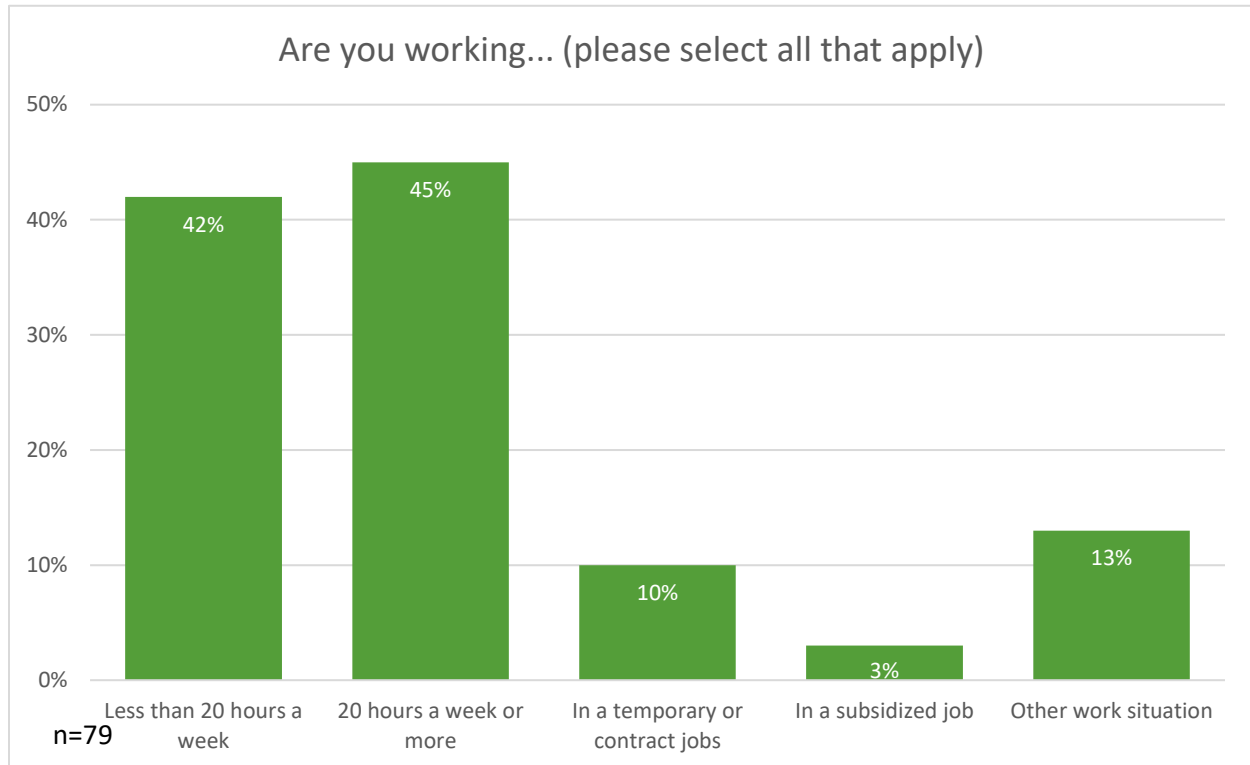
### 2. How long have you been out of work?

Nearly half (45%) of those meeting ABAWD criteria who were unemployed had been out of work for more than one year. Less than one-fifth (17%) had only been out of work for three or less months. This indicates that chronic unemployment may be an issue in this population. Research by the Urban Institute has showed that the long-term unemployed have more difficulty reentering the workforce and tend to have lower wages once they do find a job.



### 3. Are you working... (please select all that apply)

Among respondents who were currently employed, nearly half (42%) worked less than 20 hours per week and may still be at risk of losing their benefits. One in ten respondents were working in a temporary or contract job, which could mean it may be difficult for these individuals to provide proof of all of their work hours or to maintain consistent work hours. Further evaluation of CFET should focus on the success factors for those who are working more than 20 hours a week.



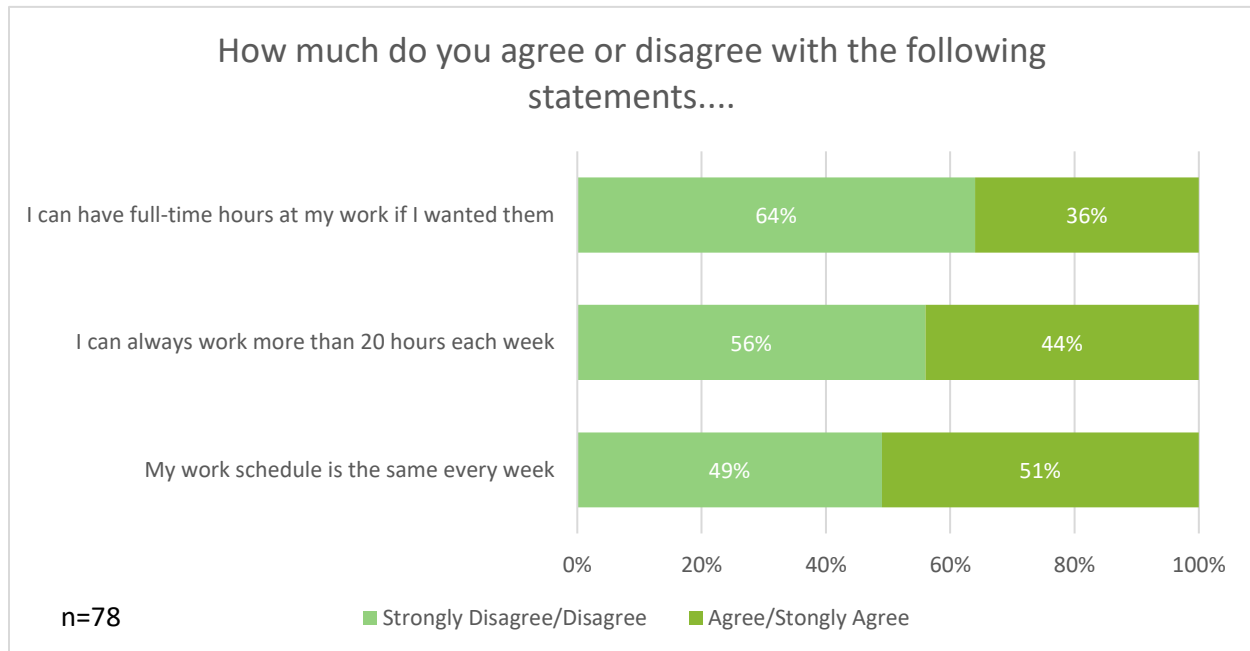
Other:

- I work in exchange for rent and utilities
- Contracted to teach EMTs for 5 month long program
- This is however, an internship and is contractual.
- Temp agency on call
- Americorps fellowship
- AmeriCorps living stipend
- Saturday and Sunday only
- A combo of task rabbit and my own pet sitting
- On-call variable hours
- Of working individuals, less than half (an estimated 15% of the ABAWD population) were regularly working over 20 hours per week. Nearly half of unemployed individuals have been out of work for over a year.



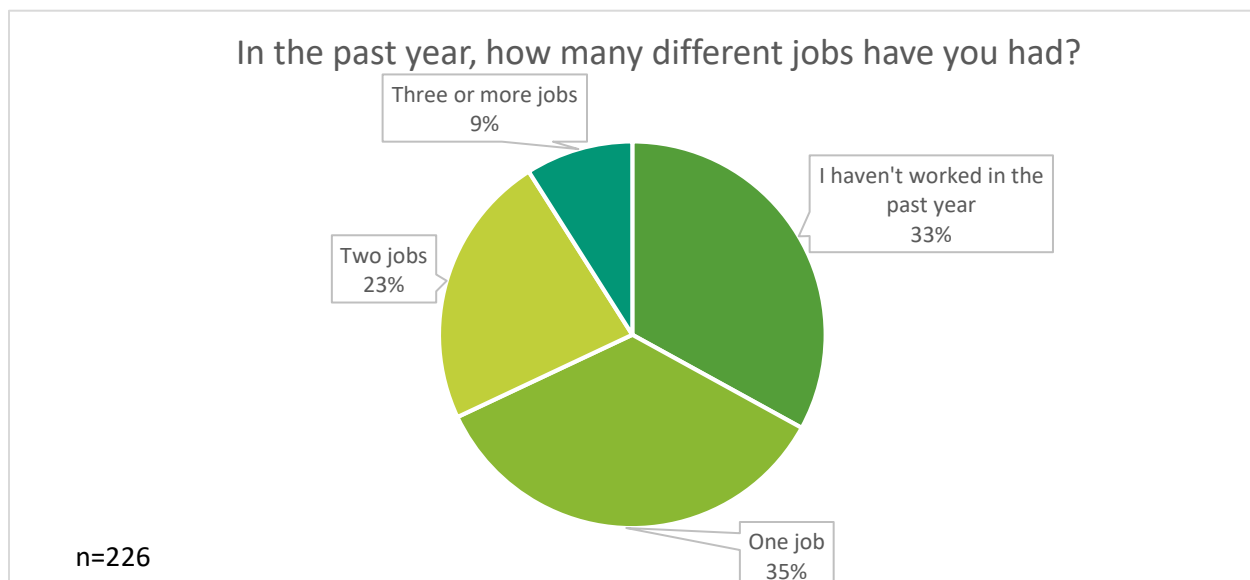
**4. How much do you agree or disagree with the following statements:**

Only about half (49%) of employed respondents have the same work schedule every week. About two-thirds (64%) could work full-time at their current jobs, indicating that at least of those who are working but not meeting the hours required in the ABAWD guidelines may be able to become compliant without needing to change jobs.



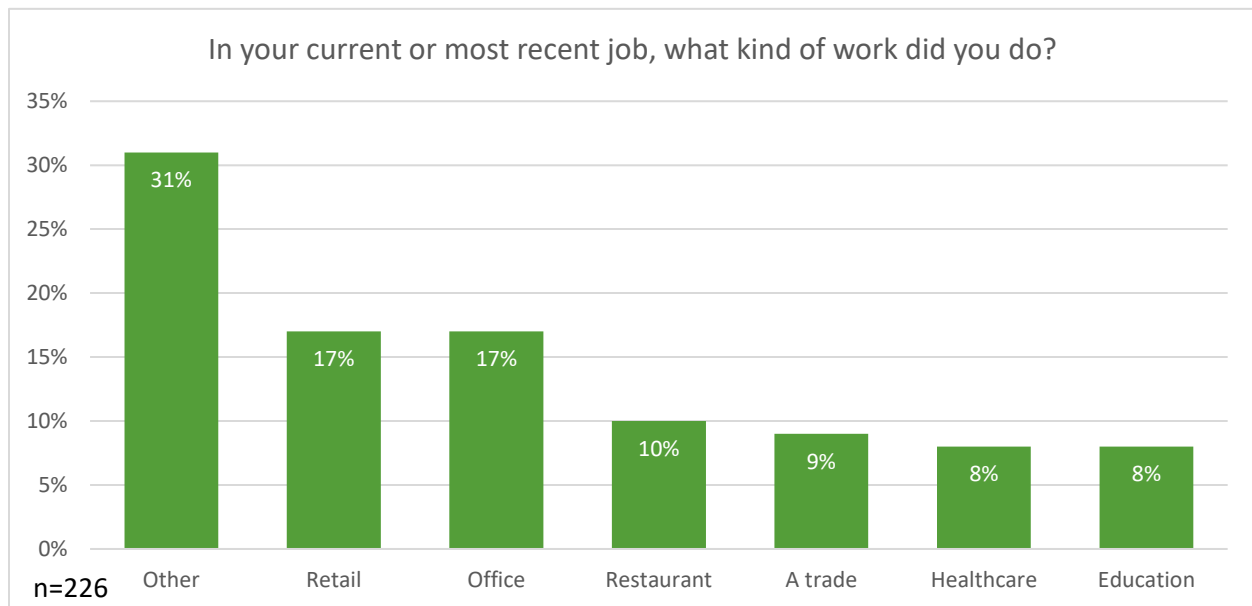
**5. In the past year, how many different jobs have you had?**

About one-third (32%) of all respondents had changed jobs in the last year. Roughly the same number had stayed in the same job (35%) or have not worked (33%). This indicates that chronic unemployment may be a larger issue than job retention for ABAWDs.



**6. In your current or most recent job, what kind of work did you do?**

Most respondents were employed in retail (17%), office (17%), and restaurant work (10%). Retail employment has been decreasing nationwide as more shoppers purchase products online. However, retail employment has remained relatively consistent in Contra Costa County over the past several years, though is not an area of high job growth. Employment in administrative and support services has increased modestly in Contra Costa County since the recession. Among those who listed their industry as “other,” common responses were warehouse work, caregiving, and driving.



Other (please specify):

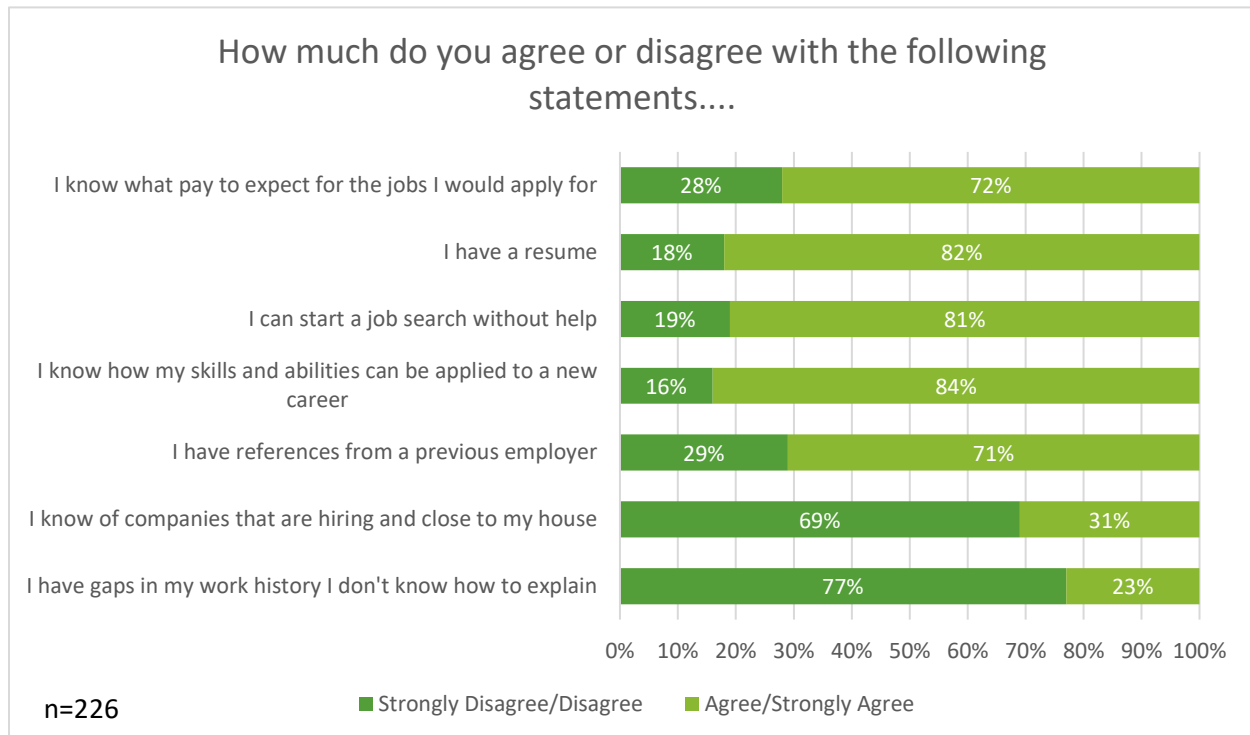
- Delivery
- Labor
- Uber driver
- Care giver
- Care taker for IHSS
- Food service
- Online ad rater
- I work at both an elementary school (via AmeriCorps) and a restaurant.
- Security
- Social worker
- IHSS
- Warehouse
- Warehouse
- Safety inspector
- Real Estate
- Babysitter
- Pet sitting

- Field work
- Retail apparel
- Warehouse
- Public Transportation
- Project management
- Multimedia designer
- Technician
- Apartment Maintenance
- Sales and sales management
- Warehouse associate
- Warehouse worker
- Driving
- Babysitting
- Sex work
- Maintenance, janitorial
- Order picker/warehouse
- Don't work rn
- Warehouse
- Warehouse worker/Packager
- Online Catalog
- Uber
- IT
- Warehouse customer service and sales.
- Warehouse, inventory specialist
- Nothing
- Filing, Other
- Cleaning at the shop
- Wholesale units
- Hospitality
- Management for non-profit
- Swimming Instructor
- Warehouse
- Recycling
- Public Health Consultant
- Janitorial
- Behavior health counselor
- N/A
- Dancer
- Librarian social media
- Team lead
- Contra costa county
- Have not worked
- Research associate
- Customer service

- Management
- Babysitting
- Auditor
- Entrepreneur
- IT - tech support
- Security
- Sales
- Self-employed/internet retail
- Tech
- Truck driver

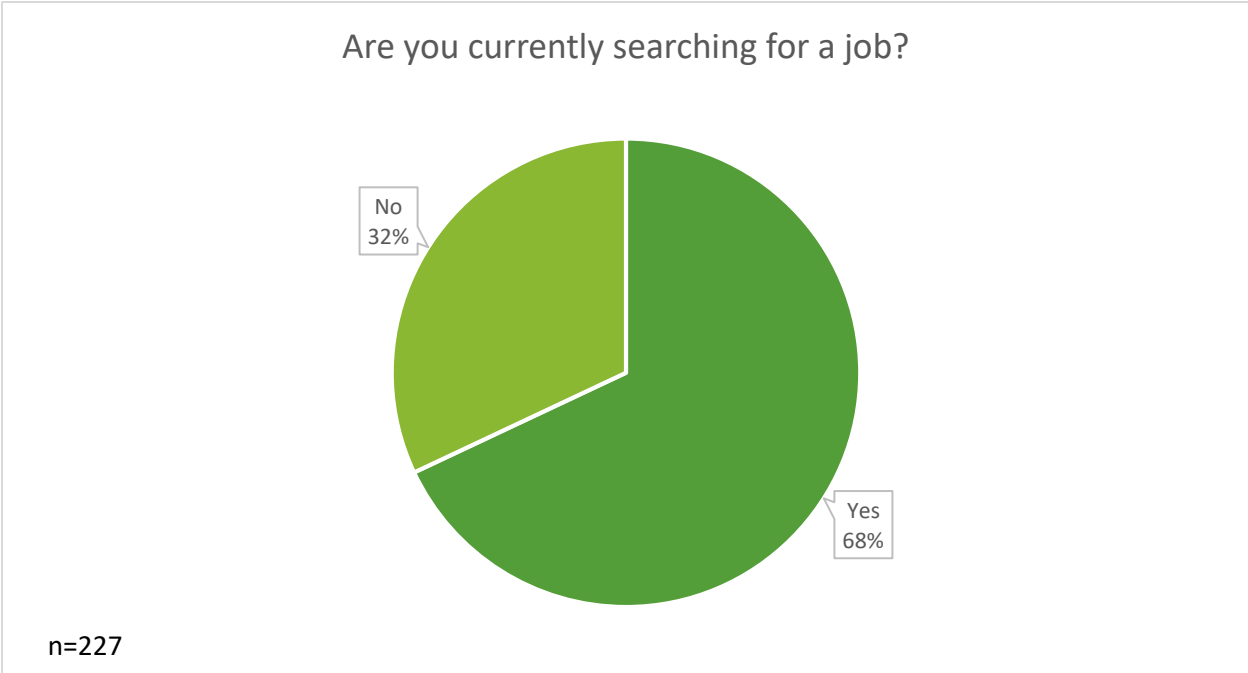
**7. How much do you agree or disagree with the following statements:**

The most common barrier to job searching was not knowing of companies that were hiring and accessible from their homes (69% of respondents). Over a quarter of respondents (29%) did not have references, and only slightly fewer (28%) did not know what kind of pay to expect in their line of work.



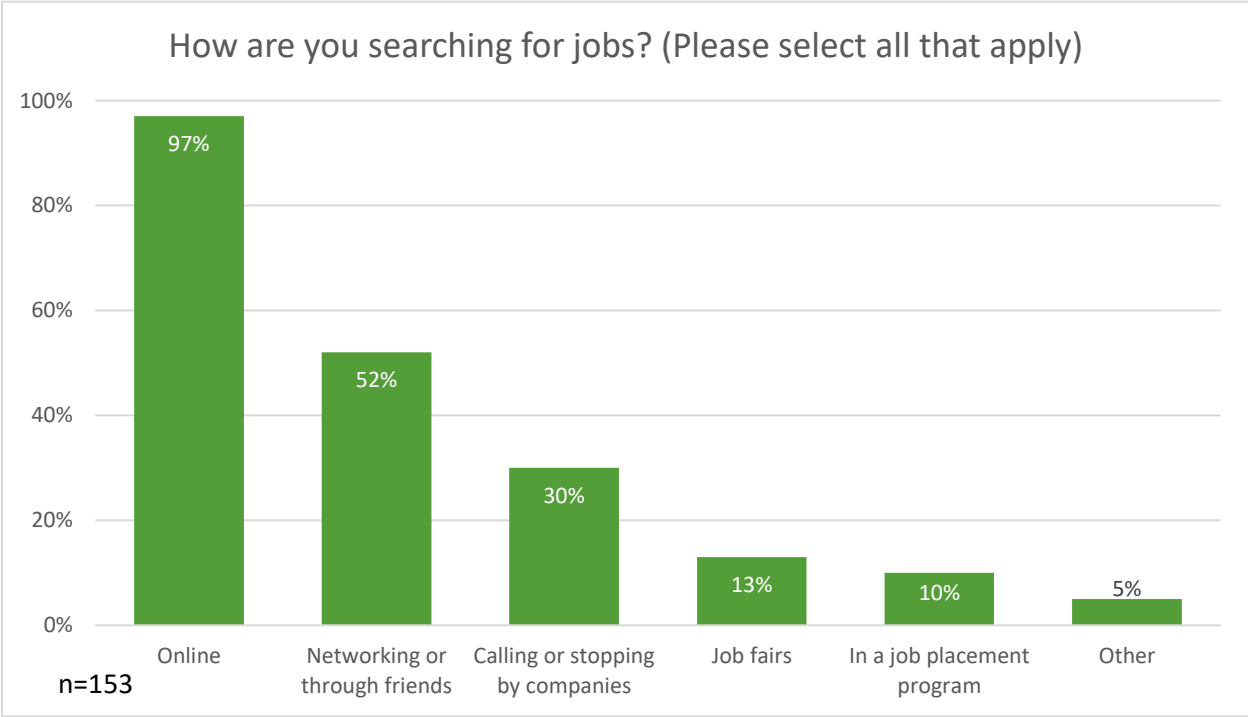
**8. Are you currently searching for a job?**

Over two-thirds of respondents (68%) said they were currently looking for a job. Of those respondents, 20% were currently employed. CFET may be highly beneficial to those looking for work through resume building, interview prep, and job search assistance.



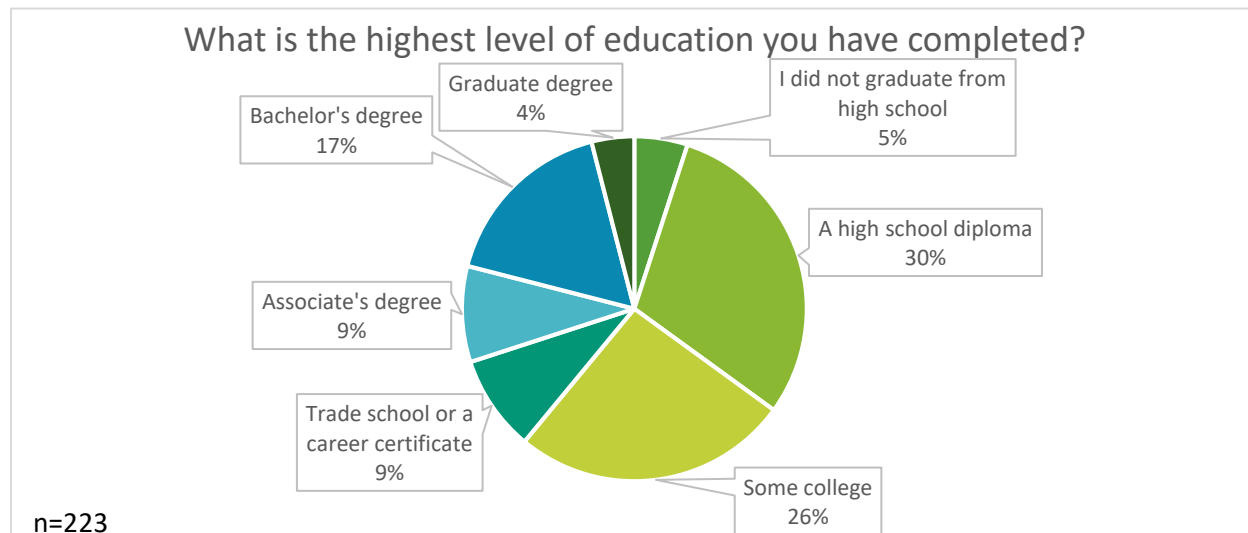
**9. How are you searching for jobs? (select all that apply)**

The most common method of looking for work was online (97%), though over half of respondents (52%) also said they were searching for work through their networks. Only 10% of respondents were in a job placement program.



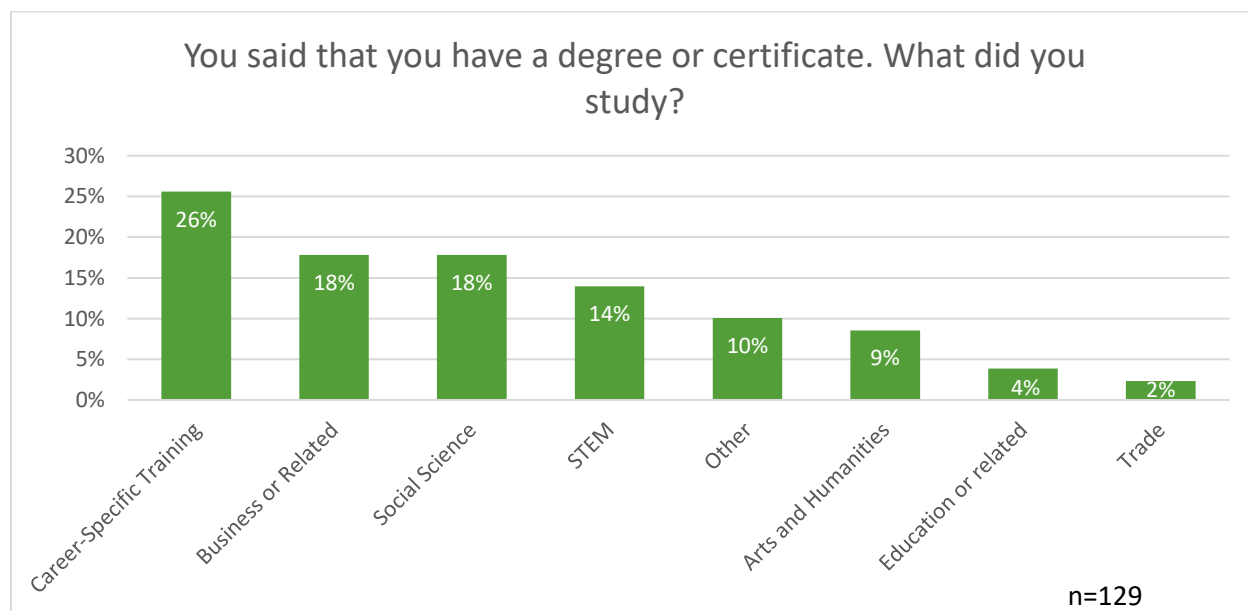
#### 10. What is the highest level of education you have completed?

Almost all respondents (95%) had at least a high school diploma or GED. Over one-fifth (21%) have a bachelor's degree or higher. One-quarter (26%) attended college but did not graduate. The community college partners of CFET may be able to assist those who did not complete their degrees to find pathways to transfer credit and graduate. Overall, this sample had higher high school graduation rates than the national average, but lower rates of college degree attainment.



#### 11. You said that you have a degree or certificate. What did you study?

Of the respondents that listed a specific degree or certificate they had earned, over one-quarter (26%) had received education in a career-specific area, such as medical assistant or cosmetology. These career-specific certificates may be difficult to leverage in a new field, and job placement assistance for these individuals may need to be specific to leverage their existing training and experience.



Responses:

- Network administrator, computer forensics, construction management, marketing
- Game Design
- Horticultural science and agricultural biological engineering
- Finance
- Theater
- General studies
- Computer science
- Industrial Design
- n/a
- bar tending
- Gen/business
- Culinary Arts
- EMT
- English
- Computer engineering
- Sterile processing
- Major: Journalism, Minor: Spanish
- Business
- Criminology, paralegal studies, psychology, RADT
- Sociology
- Global Health
- Business management
- Nurse
- General Education
- Human resources
- Office Administration
- Child and family development
- FILM
- Criminology and Criminal Justice
- Medical assistance
- High school curriculum
- Political science
- Kinesiology
- Communication Studies
- Management - Marketing and Economics. Computer Support and Network Administration
- Business trade school
- Business
- Psychology
- Child development
- BA in Psychology. I have also almost finished an MA in Educational Therapy.
- MA in counseling psych BA in Communications
- Political Science



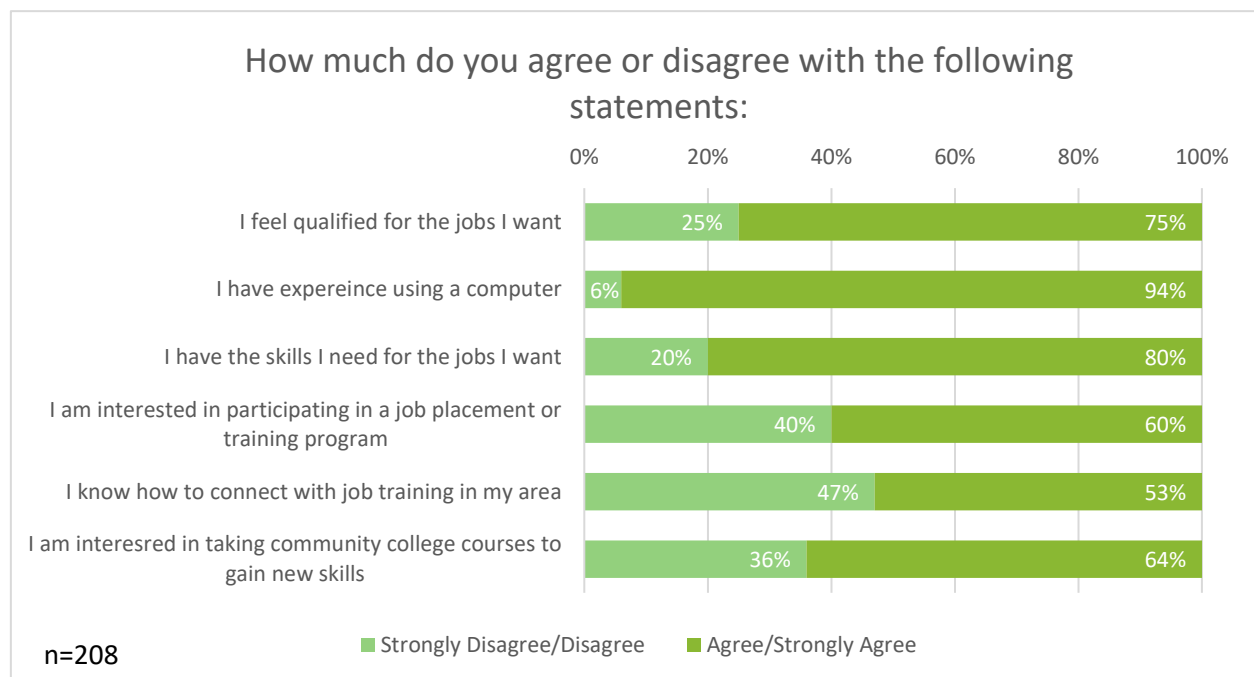
- Biology and ecological sciences
- Water treatment
- Psychology
- Telecommunications networking
- Respiratory therapy
- Business Management
- CNA
- Medical assisting
- Architecture!
- Business administration
- Health Science
- Culinary Arts
- Construction management
- Psychology
- Multimedia design
- Dental Assistant
- Manicurist, esthetician, excel and word
- Communications
- Surgical Technology
- Diploma, took 2 semesters in technical management
- Business Administration
- General education
- Administration of Justice
- Biology associates
- Cosmetology
- Law
- Dental assisting
- Pharmacy Technician
- I said some college, I went to BCC and AAU for a while until I was too unwell to attend anymore.
- IT related
- Business
- Culinary Arts
- EMT
- Social Science
- Medical assisting
- N/A
- MIS, IT
- Automotive, mental health, culinary
- Medical Assisting
- Business Management
- Social studies
- Business
- Graphic design and business
- cj psych soc

- Anthropology
- Motion Picture and Television
- Currently full time Theater, ASL major
- Business
- Accounting
- Medical terminology
- Pharmacy Technician
- Criminal Justice
- Social psychology
- Early childhood education
- Medical
- I have some college but No degree or certificate.
- Fine arts
- GED
- Biology and Non-Profit Mgmt
- Office Assistant
- Psychology
- Human Services
- Aviation
- Child development
- Masters in Library and Information Sciences
- Office administration
- I said some college not degree
- Natural sciences
- Liberal studies
- General
- Social and behavioral science
- Medical assistant/phlebotomy
- Education
- Medicine
- Business administration
- Science
- Pharmacy tech
- Social Science
- Business
- General education
- Accounting
- High school diploma, CPR certificate, real estate, personal trainer
- Math
- Diploma
- Basics at community college
- Veterinary Assisting
- N/A
- Business management

- Medical Assisting
- Health Science and B. A Psychology
- Phlebotomy, Medical Assisting
- Auto/diesel technology
- Biology
- Economics
- Ethnomusicology/international relations
- Computer Science
- Mathematics
- IT

**12. How much do you agree or disagree with the following statements:**

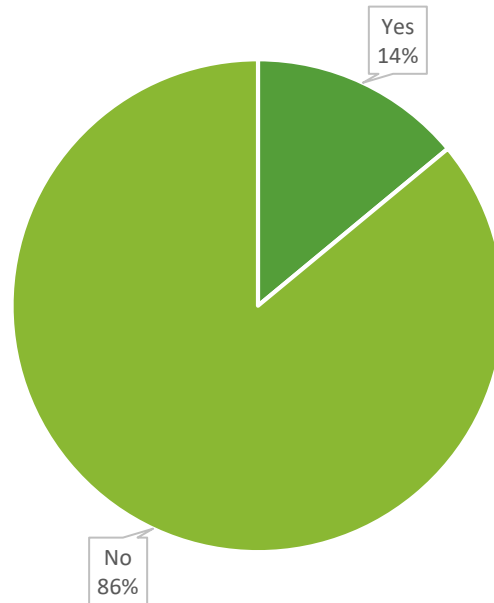
Slightly more than half of respondents (53%) know how to connect with job training, and 60% would be interested in participating. Nearly two-thirds (64%) are interested in taking community college courses. Recent legislation has expanded online community college programs in California and increased financial aid options. One in four respondents (25%) do not feel qualified for the jobs they want.



**13. Are you currently enrolled in school or a job-training program?**

About one in six respondents (14%) were currently enrolled in school or a job-training program. These individuals may need support in tracking their activities to ensure they meet the minimum hours requirements for to receive an ABAWD exemption.

Are you currently enrolled in school or a job-training program?



n=207

**14. Can you tell us more about this program, like where are you enrolled and what you are studying? What is one thing you like about the program? What is one thing you dislike?**

Most respondents who listed a specific program mentioned a university, state college, or community college. Several respondents said they were enrolled in a graduate program. A few respondents were participating in job training.

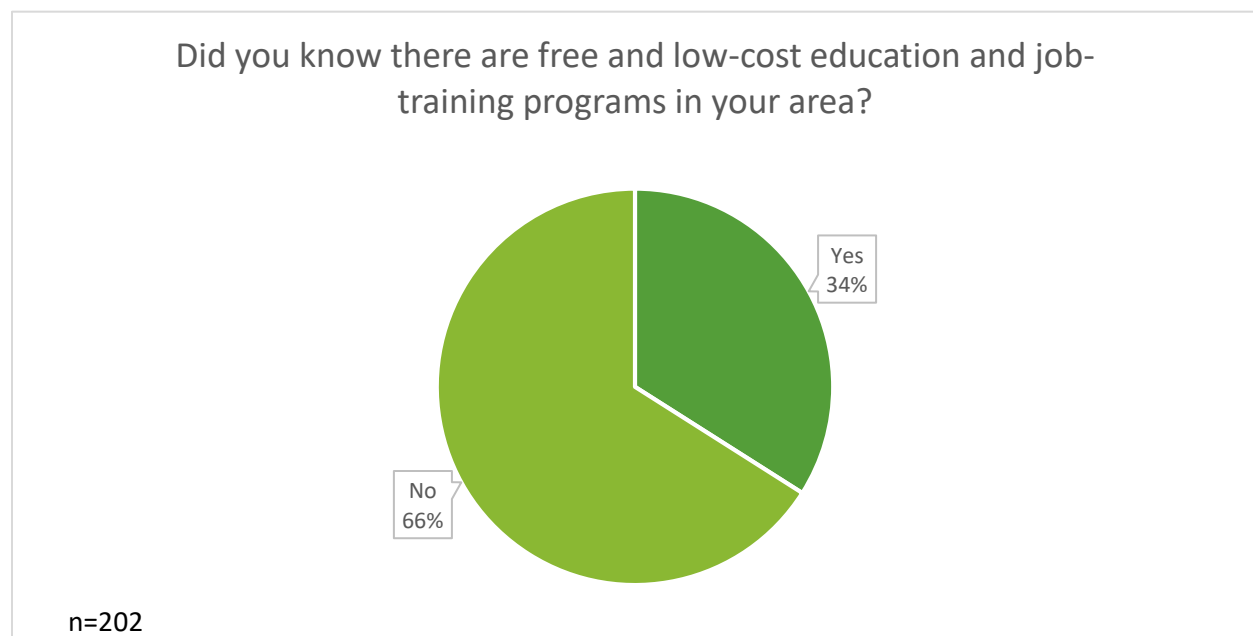
Responses:

- ECD CREDITS START IN SEPTEMBER
- No
- Taking graduate courses part-time.
- University of Phoenix
- I have a job
- Enrolled at SFSU studying communicative disorders
- Berkeley City College. Political science.
- A Course on self-care. I'm studying how to become an ambitious and well-rounded person that can contribute to the ecosystem as well as the local economy. Business oriented with the goal of being a homeowner...one thing I like is that it seems possible...but I dislike how hard it is...
- Grad program
- I love the program I'm in social work department
- I'm working on an MA in Educational Therapy at Holy Names University. I like that, compared to my undergraduate experience; they have included much more practical skills in their curriculum. The main thing I dislike is that they have not provided adequate support for the thesis component of the program.
- BACWWE they pay for the classes for water treatment. They are education oriented not job placement oriented the partners that pay for the classes don't hire from the program.

- Nursing, like it all, extremely hard. Don't know if I'll make it.
- I am enrolled in a single subject credential program at CalState East Bay. I like the cost of the program and the material/training it covers.
- EMT-b to become a paramedic. I like that it is in the medical field
- Allied school of real estate
- Community college, planning to transfer
- Full Sail University, and I'm studying to get a B.S. in Recording Arts. I like how they go in-depth with the courses and give you the equipment that's needed to understand the material, but since I'm currently studying online I haven't gotten the chance to work with a professional recording studio yet.
- DVC in the business program
- I am currently at Los Medanos finishing my classes for an AA in Theatrical Arts, AA for Acting, and AA in Liberal Arts of Science. I will graduate spring 2019.
- Law student at UC Davis school of law
- Berkeley city college. I like the teachers. I wish they were more helpful with job placement
- I like, I am studying English
- Enrolled At Diablo Valley College, Business Program. Dislike cost for attendance but applied for financial aid. I like the school and the curriculum
- MS/MD program, working on a thesis for a Master's and Medical school to become a physician
- This fall I'll be starting a math PhD program at UC Riverside. Haven't started it yet, so I don't know what I like or dislike about it yet
- San Pablo youth works and what I like about the program is that they got me a volunteer job for the summer and I'm learning different things like how to dress and sit and talk at an interview

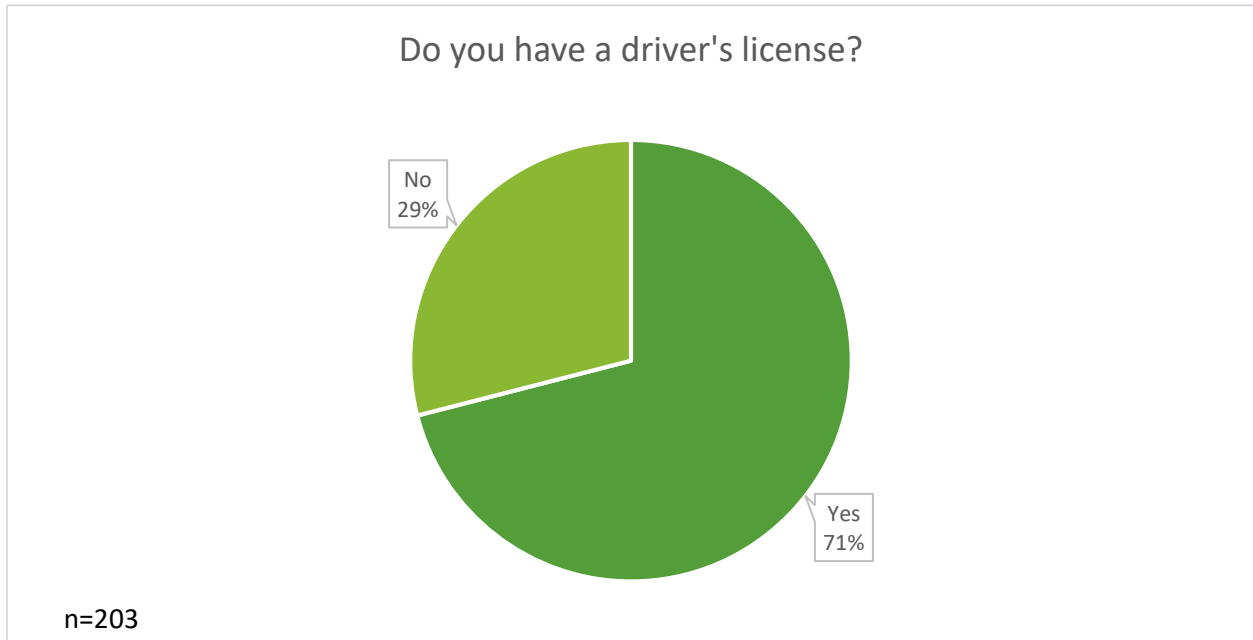
**15. Did you know there are free and low-cost education and job-training programs in your area?**

One about one-third (34%) of respondents were aware that there are free and low-cost education and job-training programs in this area. CFET partners could help advertise existing programs to best leverage currently available community resources.



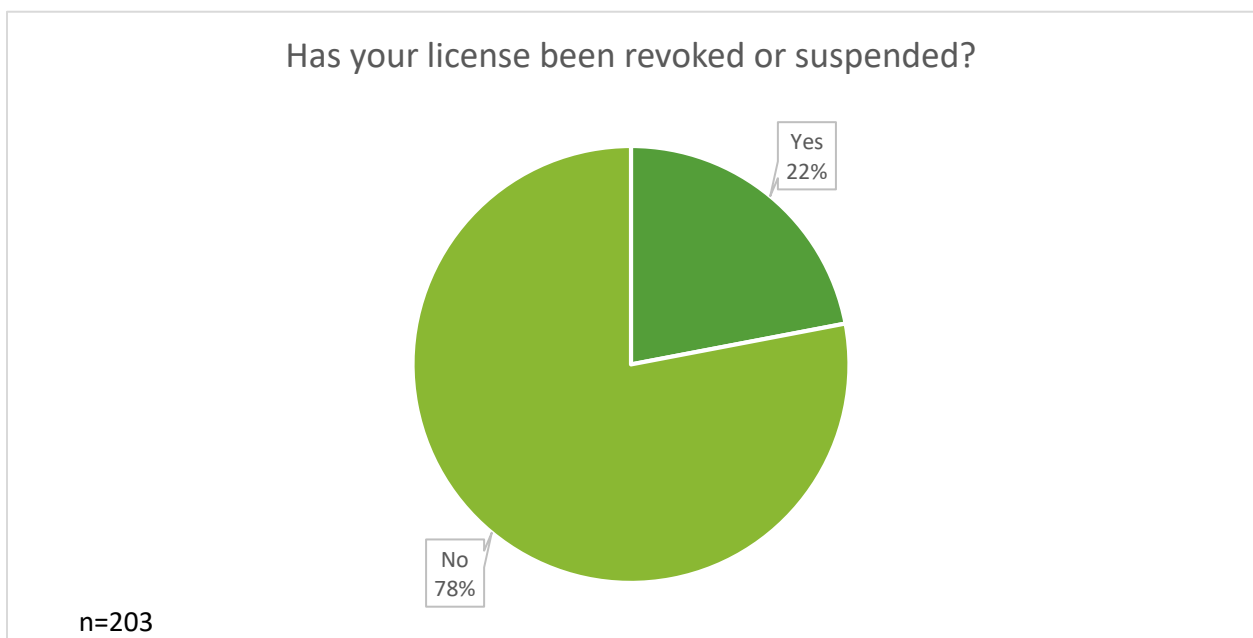
**16. Do you have a driver's license?**

Over one in four respondents (29%) do not have a driver's license. This indicates that transportation may be a significant barrier to employment for many of those at risk of losing benefits, especially for those individuals living in Central or East Contra Costa where public transit may not be as accessible.



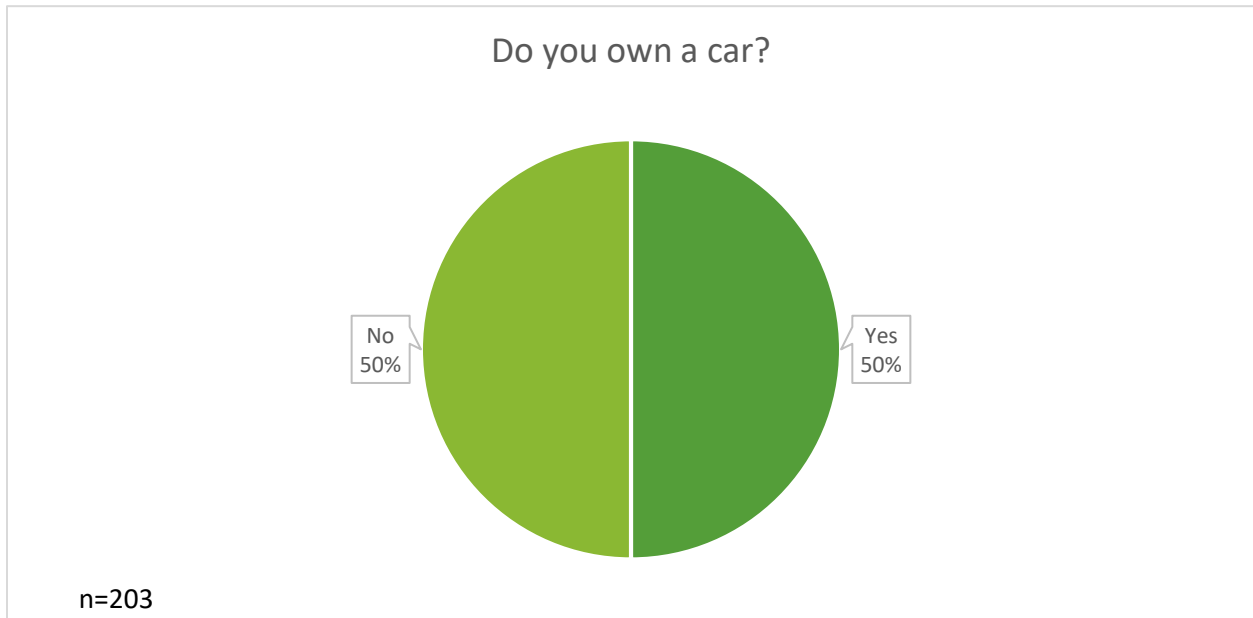
**17. Has your license been revoked or suspended?**

About one in five respondents (22%) has a suspended or revoked driver's license. These individuals may need legal assistance to regain their license. They may also face additional financial barriers if they have accumulated unpaid fees as a result of the suspension.



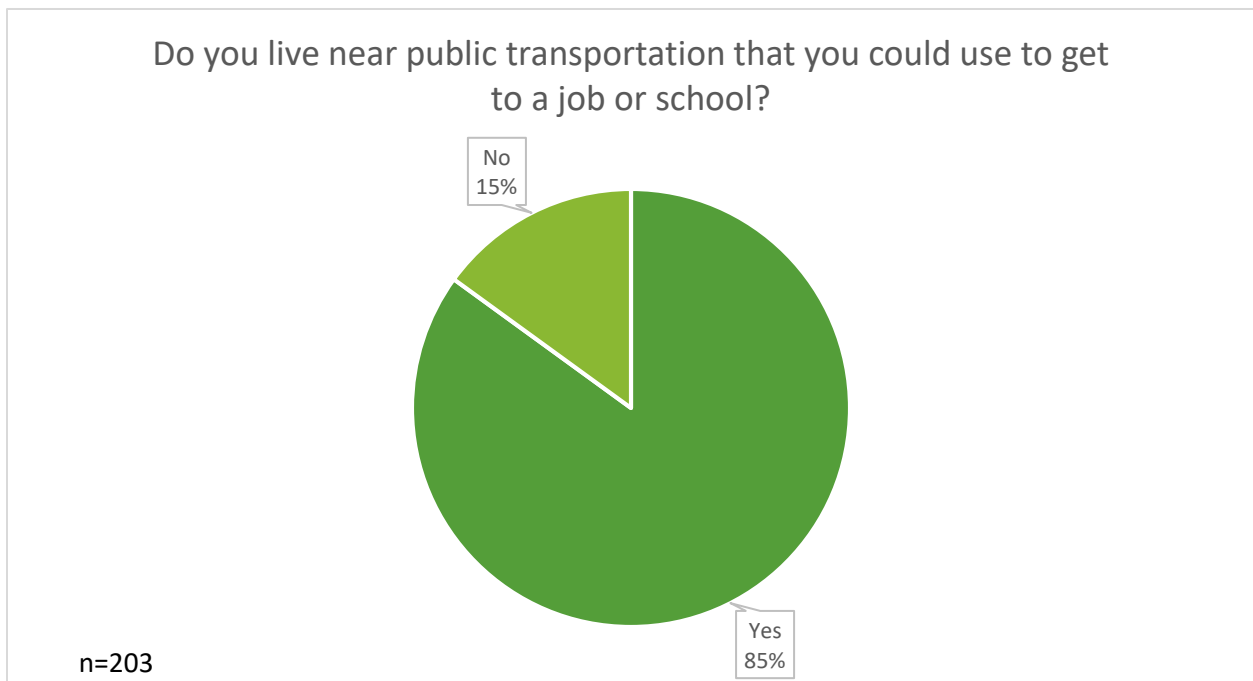
**18. Do you own a car?**

Half of respondents (50%) own a car. Since more respondents possessed a driver's license, there may be many ABAWDs who are able to drive but do not have regular access to their own transportation.



**19. Do you live near public transportation that you could use to get to a job or school?**

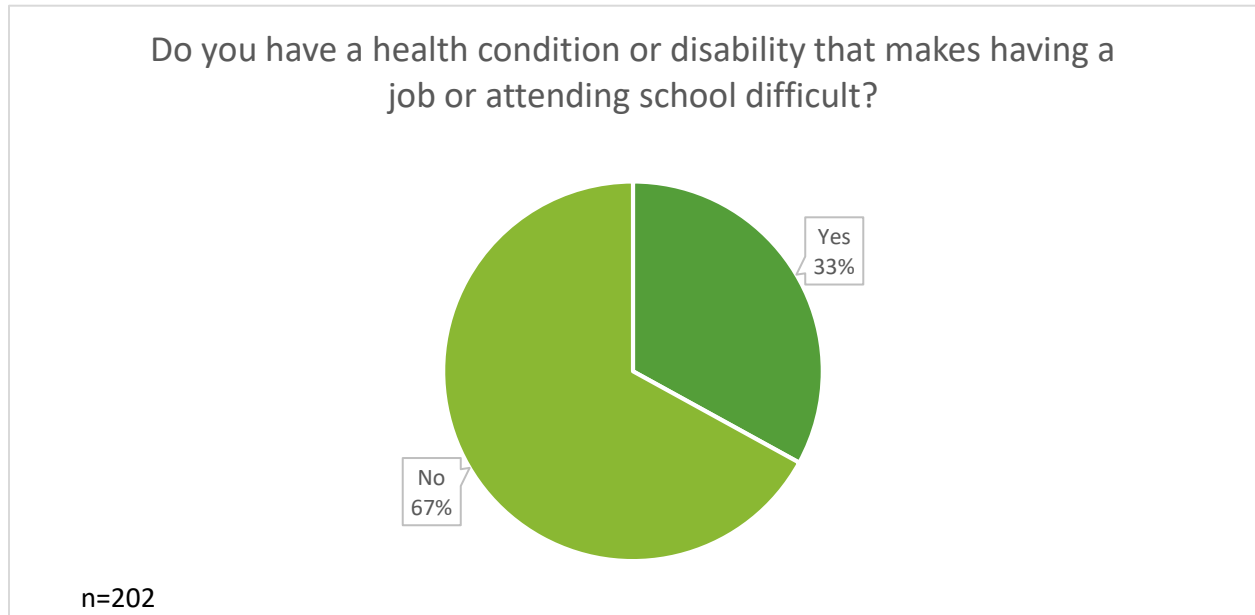
The majority of respondents (85%) said they live near public transit they could use to get to a job or school. Only 15% of respondents said they do not own a car or live near transit. These clients may be among the most difficult to serve through the CFET partnership.





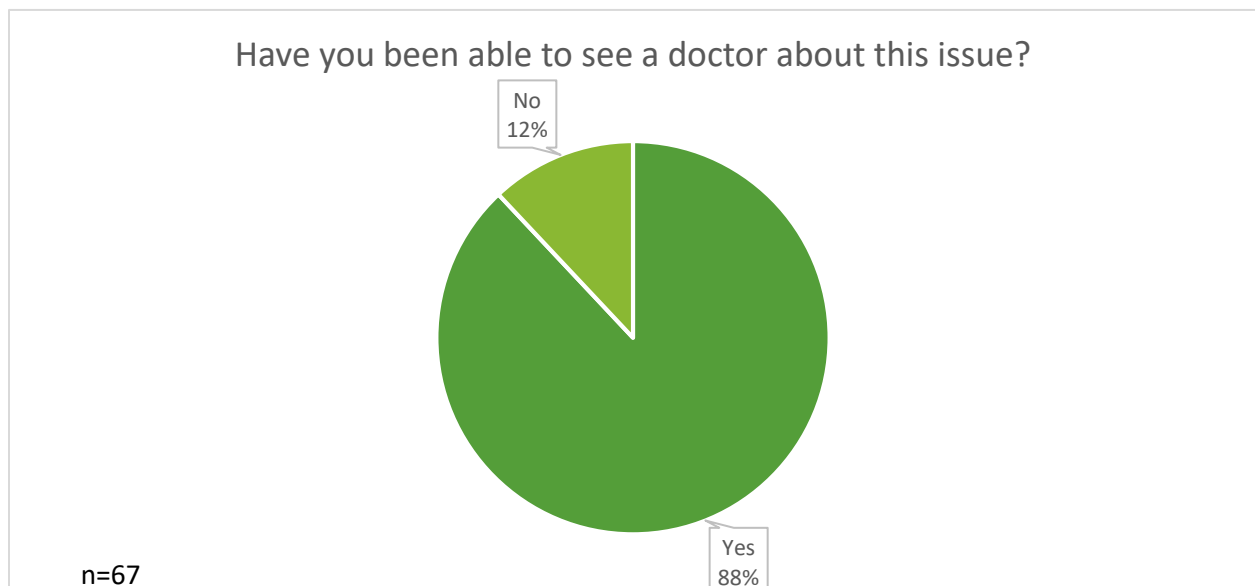
**20. Do you have a health condition or disability that makes having a job or attending school difficult?**

One-third of respondents (33%) said that they have difficulties working or attending school because of a health condition or disability. However, our systems do not currently have these individuals classified as having a disability. These clients may need additional assistance to obtain appropriate documentation to potentially exempt them from the ABAWD criteria.



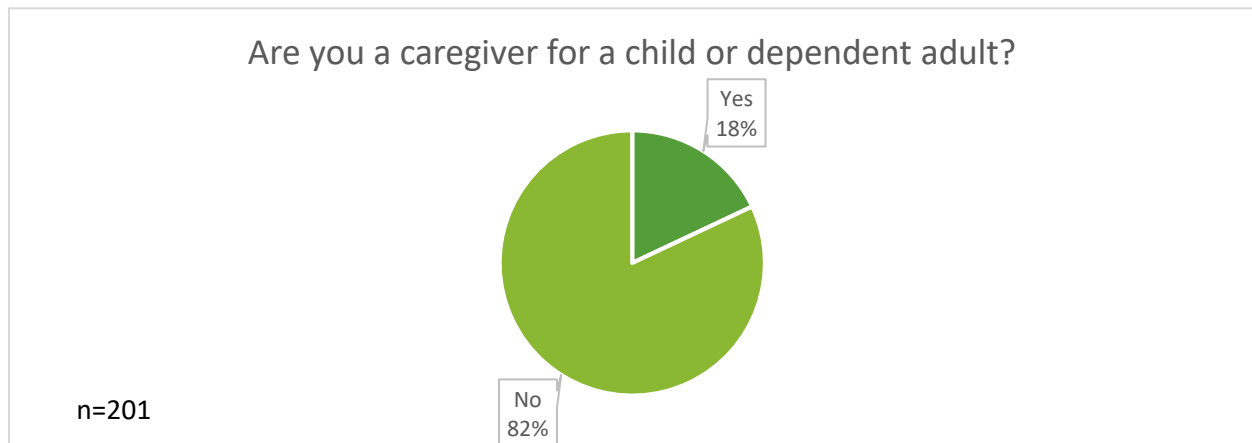
**21. Have you been able to see a doctor about this issue?**

About one in ten (12%) of respondents who said they had a health condition or disability that impacted their ability to work have not seen a doctor about the issue. These respondents are likely eligible for (if not enrolled in) Medi-Cal. EHSD staff could do additional outreach to the those meeting ABAWD criteria to make sure they are enrolled in Medi-Cal if eligible, as well as connect them to County Health Services.



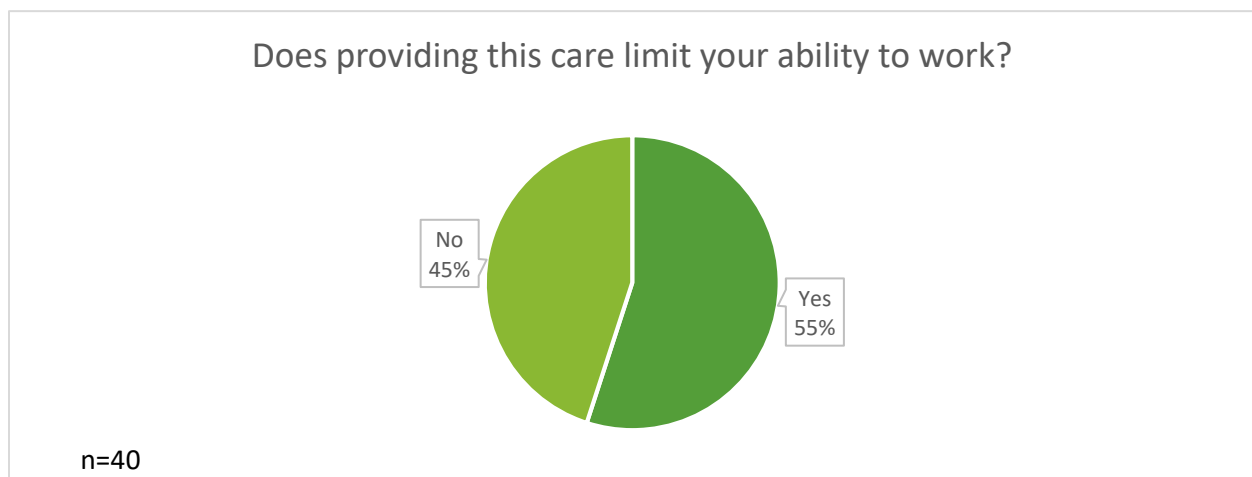
**22. Are you a caregiver for a child or dependent adult? This includes being responsible for picking up a child from school, watching a child or dependent adult during the day, or needing to check-in on someone several times a day. This also includes people who depend on you for care even if you are not biologically related to them.**

Nearly one-fifth of respondents (18%) said they are a caregiver to a child or dependent adult. Currently, those caring for dependent adults do not appear to be exempt from the ABAWD criteria. However, as our population continues to age, this may become an even more pronounced barrier to employment. Some of these individuals may qualify for In-Home Support Services (IHSS) and could earn income and meet qualifying hours through the program.



**23. Does providing this care limit your ability to work?**

For over half (55%) of those who were providing care, it impacted their ability to work. The ABAWD requirements allow for only a narrow definition of dependents, and some of our recipients report providing care that would not be covered under current guidelines. Counties and advocacy organizations may be able to propose legislation to expand the definition of "dependent care" under ABAWD rules. However, this requires finding a bill sponsor and additional resources to shepherd the bill through the legislative process.

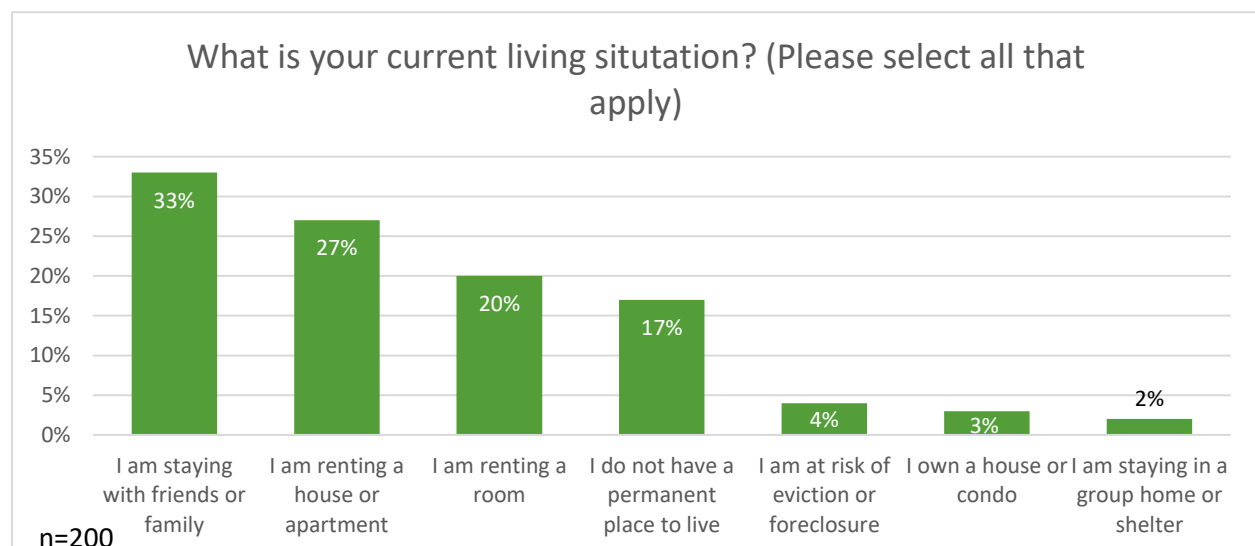


Could you tell us more about this situation?

- It's the same job that I have where I exchange work for rent and utilities
- n/a
- 8 month old need child care
- I care for my grandmother. Although I am able to work full time, I often have to take time off in case of an emergency.
- I'm really tied to them at the moment....they don't take my heed and knowledge to seriously or to heart. Treat me like I'm from another planet...
- I have to watch my younger brother while my mom works
- My mother is 75yrs.old and can't see very well so I make lunch for the family (me, mom, sister) everyday, sister or I makes dinner when she gets home from work, we be having late dinners everyday but we're used to it.
- Taking care of newborn
- They're with me half time and with mother half time
- My mother just died, I'm looking for a permanent position, and housing
- I'm disabled
- My disabled adult sister who has medical issues and doesn't drive or cook so I have to plan my daily life around her, since our parents passed away when she was 13
- My husband requires meals and basic needs care with money management, cleaning, laundry, he is diabetic and has a slow growing brain tumor and recited from schizophrenia and he needs care from me.
- 92 year old grandmother
- Fiancée has a form of Epilepsy, Currently controlled

**24. What is your current living situation? (select all that apply)**

The most common living situations among respondents were staying with friends and family (33%) or renting a house or apartment (27%). Nearly one-fifth (17%) of respondents said they do not have a permanent place to live, though several additional respondents wrote in the comments that they are homeless, and an additional 4% reported being at risk of eviction. Eviction, unstable housing, and homelessness are among the most significant barriers to self-sufficiency.

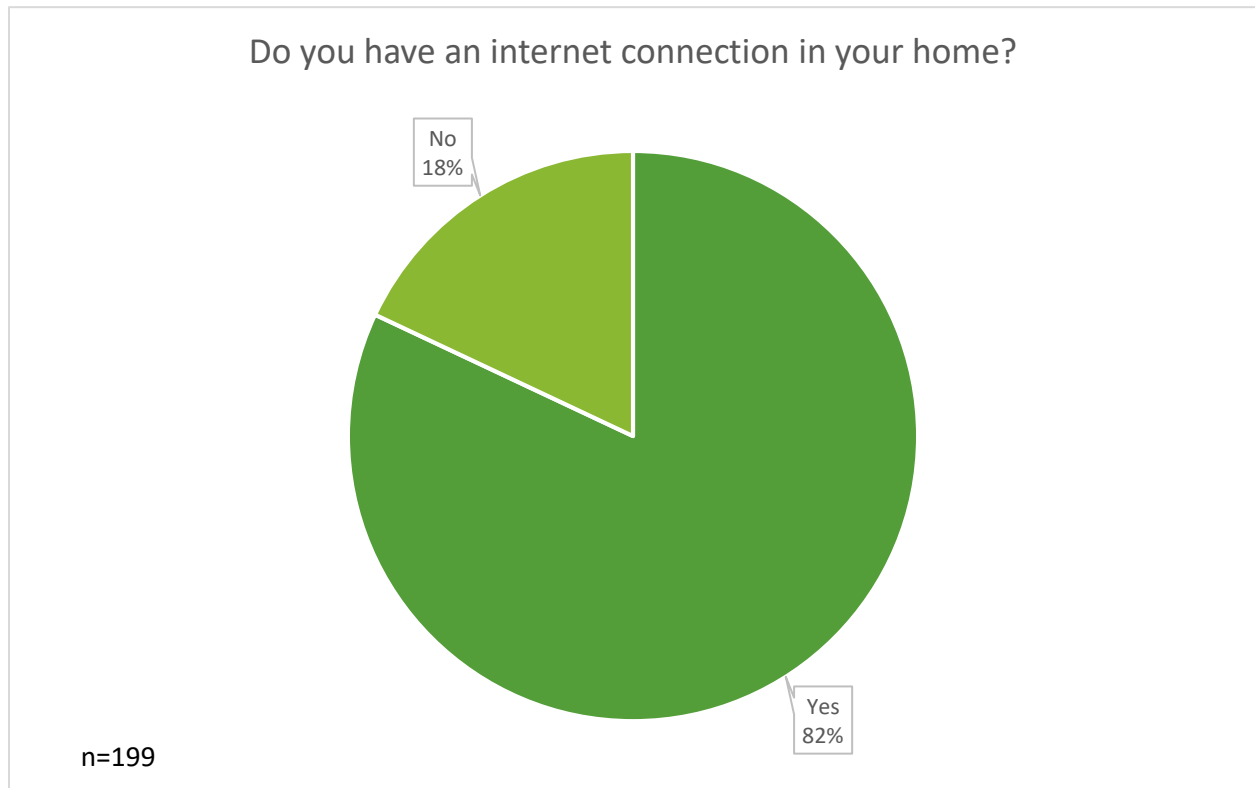


Other:

- I have special living arrangements
- Renting 5th wheel space
- Homeless
- Homeless
- Living with parents
- I'm homeless living in a tent
- Live in a trailer
- Homeless
- Live in caregiver 24/7
- Apartment has health issues
- I am in a nursing care facility

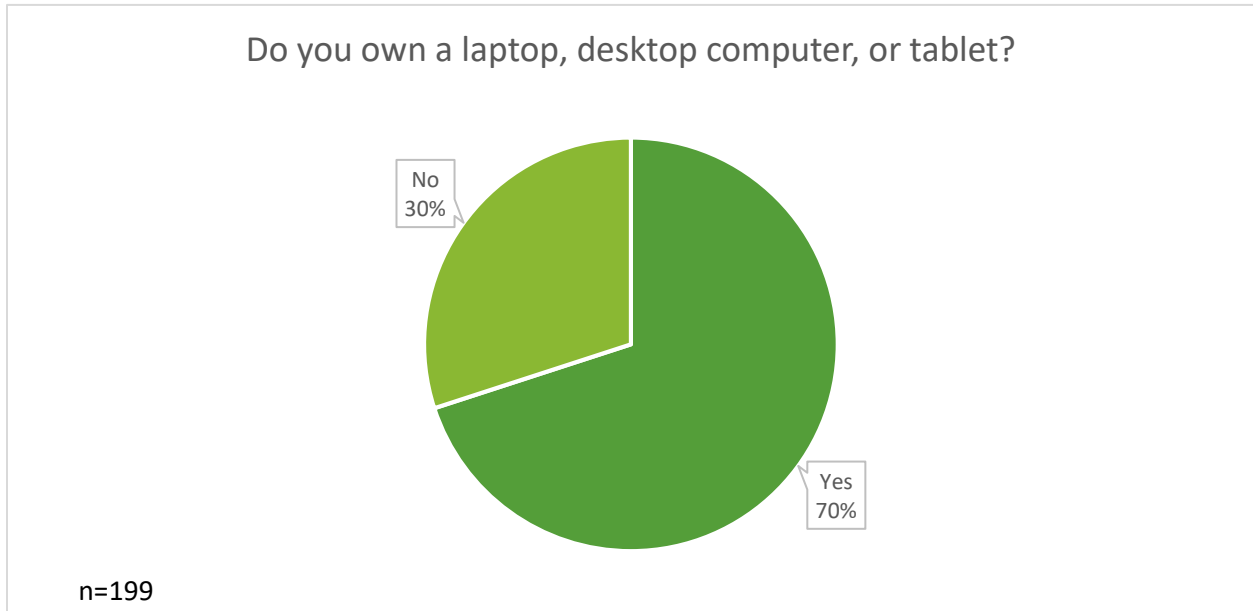
**25. Do you have an internet connection in your home?**

Nearly one-fifth (18%) of respondents said they do not have an internet connection in their home. This would likely impact their ability to apply for jobs and educational programs. These individuals may qualify for low-cost internet services. However, this program may not be accessible for those who are homeless or unstably housed.



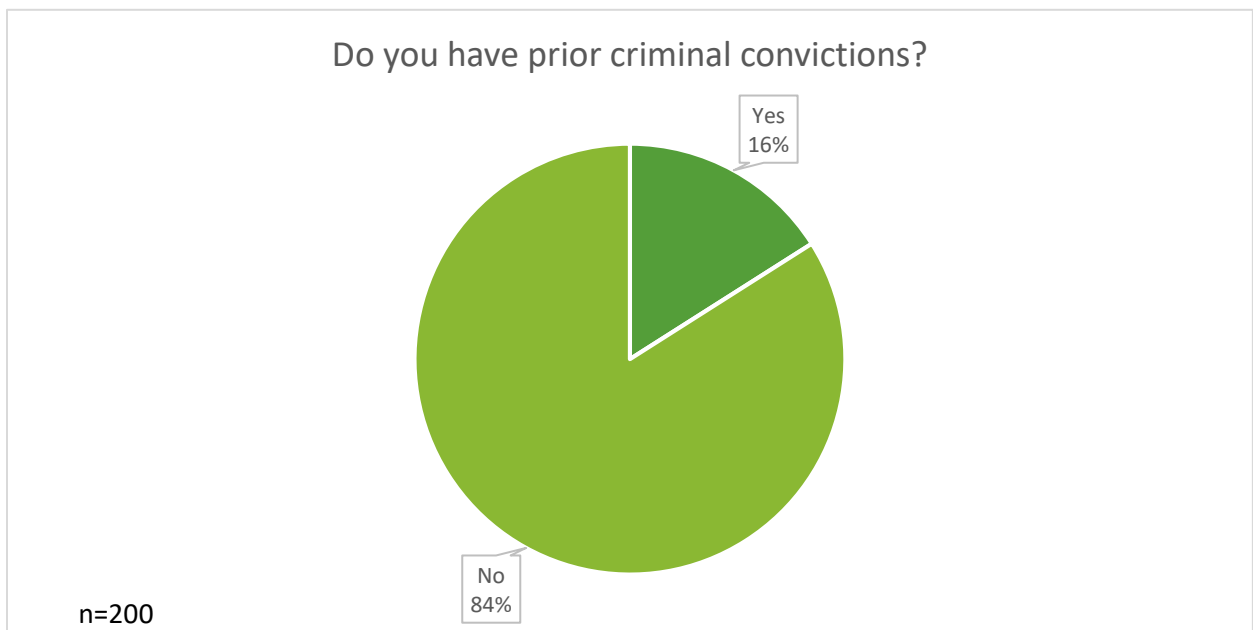
**26. Do you own a laptop, desktop computer, or tablet?**

Nearly one-third (30%) of respondents do not own a laptop, desktop, or tablet. This could make applying for jobs and educational programs more difficult. EHSD partners with the Oakland Schools Foundation and Tech Exchange to provide free, refurbished PCs to CalFresh clients. Participation in this program has been underutilized in the past, though may not be accessible to those who are homeless or unstably housed.



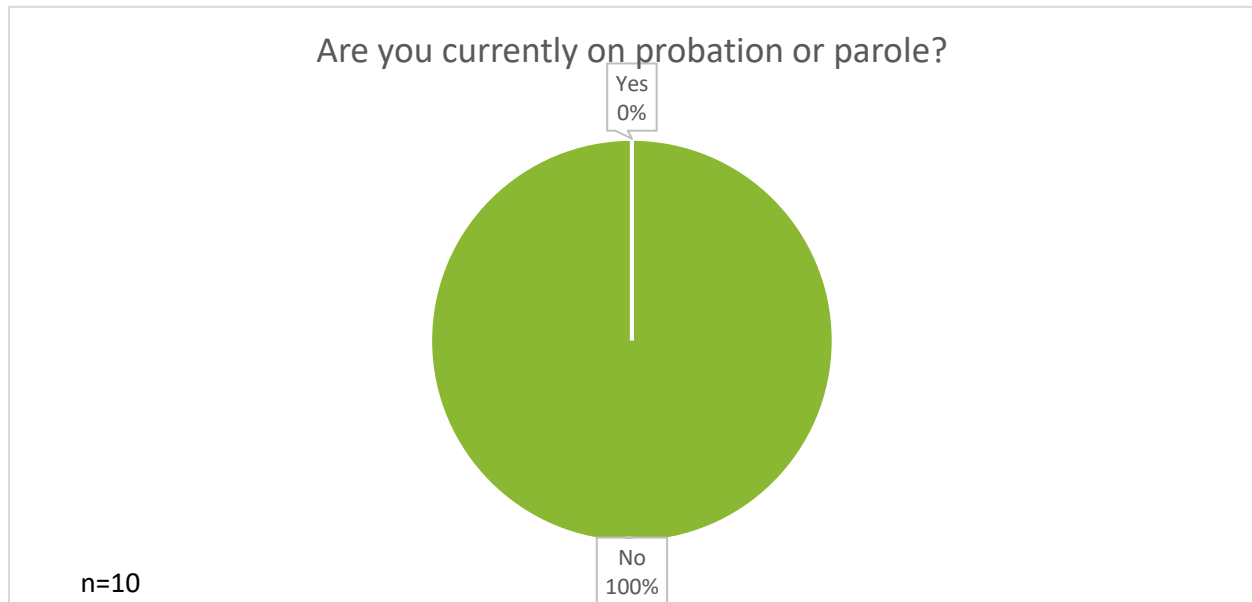
**27. Do you have prior criminal convictions?**

The majority of respondents (84%) did not report having prior criminal convictions. Those with criminal convictions may face additional barriers to employment or may be ineligible for certain jobs, depending on the nature of their offense.



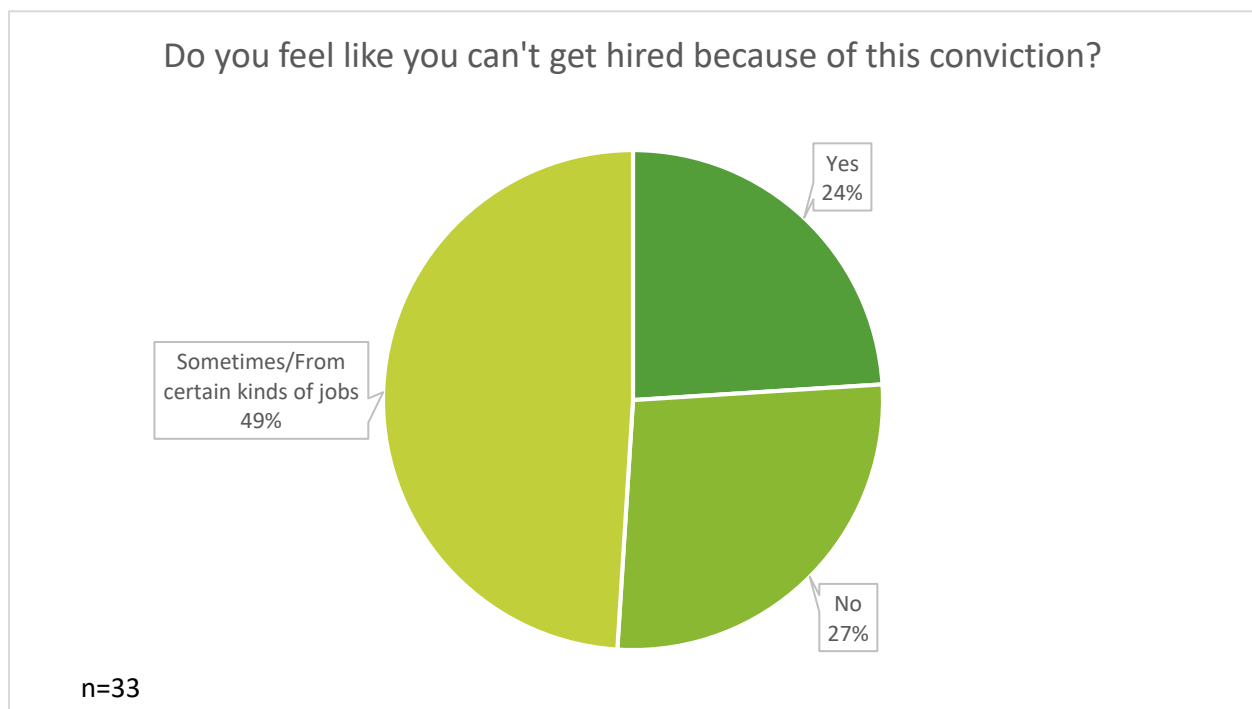
**28. Are you currently on probation or parole?**

No respondents with prior criminal convictions reported being on probation or parole.



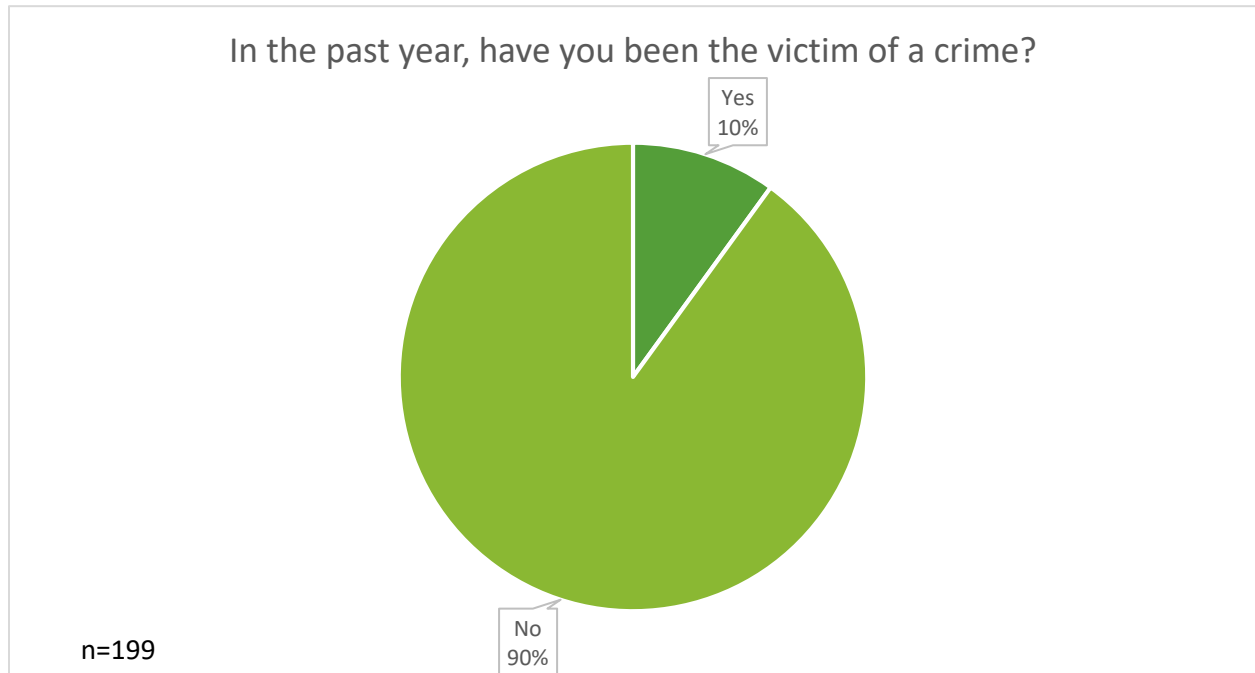
**29. Do you feel like you can't get hired because of this conviction?**

Only about one quarter of respondents (27%) said that the conviction was not an issue for getting hired. Nearly half (49%) reported only feeling it was an issue sometimes or from certain jobs, while an additional one quarter (24%) of respondents said their conviction did cause hiring issues. While this survey did not ask the nature of the offense, those with felony convictions may be permanently barred from certain employment fields.



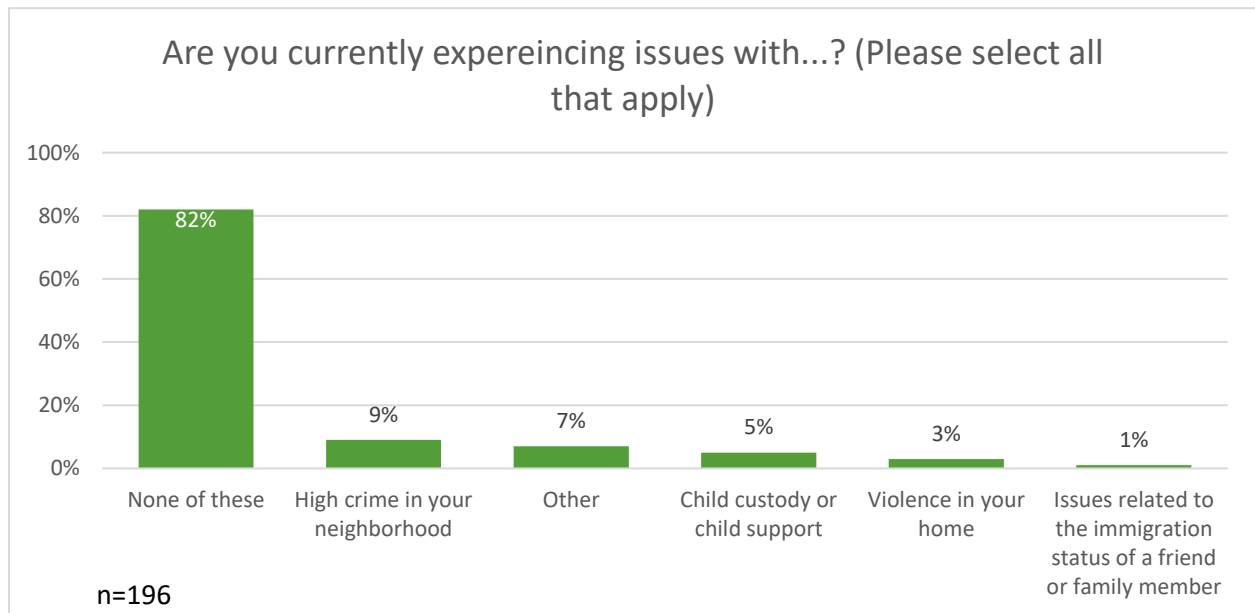
**30. In the past year, have you been the victim of a crime?**

Being the victim of a crime can cause emotional, physical, and economic issues that can make it difficult to work or attend school. One in ten respondents (10%) said they have been the victim of a crime in the past year.



**31. Are you currently experiencing issues with... (please select all that apply)**

The majority of respondents (84%) were not currently experiencing issues related to immigration, child custody, violence, or crime.

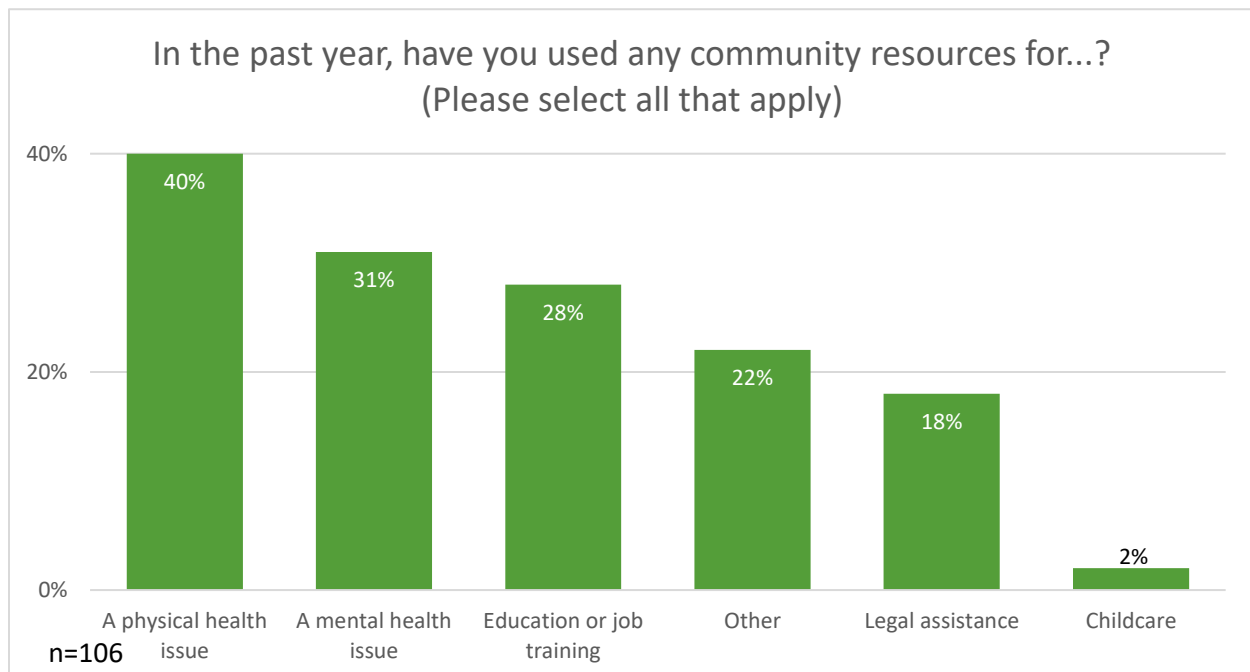


Other:

- Homelessness
- Someone is vandalizing my truck weekly
- Driver license issues and court costs
- I have extremely homophobic roommates and neighbors but am unable to save enough money to make moving an option
- Disabled unable to care for myself
- I cannot seem to get my id or license because my NY id expired last year, I didn't have my original birth certificate "I do now" but I cannot provide proof of residence, because I don't have a residence...? I was denied work at a golf course because I didn't have a valid id
- Homeless
- Homelessness
- Anxiety and depression
- House was bought so homeless.
- There is crime in my area, but we have not been touched by it so far too much.
- Depression
- Homelessness
- Previous Homelessness

**32. In the past year, have you used any community resources for: (please select all that apply)**

Resources for physical (40%) and mental (31%) health were the most commonly accessed resources. Over one-quarter (28%) of respondents accessed resources for education or job training. Nearly one-fifth (18%) of respondents used legal resources.





Other:

- EBT SNAP
- Back
- Nothing
- No
- Unable to express or utilize creative outlets of my own
- Small business development
- No
- Unemployment and SNAP
- Will soon
- Food Stamps
- No
- Food
- Medical
- Food stamps
- EBT
- N/a
- None
- No
- Calfresh

## KEY BARRIERS BY GENDER AND RACE

Women are more likely to have recent work experience and to be able to work 20 hours per week (the minimum hours under ABAWD). Unemployment rates are roughly equal. Women are also more likely to be experiencing housing instability, not own a car, and not own a computer. More men reported having a health condition or disability.

	Males	Female
<i>% unemployed</i>	68	69
<i>% employed who cannot work more than 20 hours</i>	63	51
<i>% who have not worked in the last year</i>	36	31
<i>% who do not know of companies who are hiring</i>	65	72
<i>% without references</i>	30	28
<i>% who do not know what pay to expect</i>	30	26
<i>% with high school diploma/GED or less</i>	33	35
<i>% without a driver's license</i>	30	29
<i>% who do not own a car</i>	53	49
<i>% not near public transit</i>	15	16
<i>% with a health condition or disability</i>	41	27
<i>% who are caregivers</i>	19	18
<i>% without a laptop, desktop, or tablet</i>	29	31
<i>% without a permanent place to live, homeless, or at risk of eviction</i>	15	30
<i>% with prior criminal convictions</i>	16	16

Barriers to employment also varied by race/ethnicity. Black respondents were more likely to report current or recent employment and references. Additionally, a greater proportion of Black respondents reported having a driver's license or car, though fewer said they could access public transit. Since 2010, the proportion of Black residents in East County, where there are fewer transit options, has grown. More Hispanic/Latino respondents reported being in an unstable housing situation. A greater proportion of Hispanic/Latino respondents also reported being unemployed. Working white respondents were more likely to report being unable to meet the 20-hour threshold than Black or Hispanic/Latino respondents. White respondents were also more likely to report a prior criminal conviction than Black or Hispanic/Latino respondents.

	Black	Hispanic/Latino	White
<i>% unemployed</i>	63	74	71
<i>% employed who cannot work more than 20 hours</i>	52	43	77
<i>% who have not worked in the last year</i>	23	37	41
<i>% who do not know of companies who are hiring</i>	75	69	63
<i>% without references</i>	23	35	37
<i>% who do not know what pay to expect</i>	20	31	29
<i>% with high school diploma/GED or less</i>	37	50	34
<i>% without a driver's license</i>	24	33	32
<i>% who do not own a car</i>	39	54	58
<i>% not near public transit</i>	22	13	13
<i>% with a health condition or disability</i>	26	33	39
<i>% who are caregivers</i>	20	17	20
<i>% without a laptop, desktop, or tablet</i>	30	30	25
<i>% without a permanent place to live, homeless, or at risk of eviction</i>	24	43	15
<i>% with prior criminal convictions</i>	9	14	18

## APPENDIX ONE: COMPARISON OF STUDY POPULATION TO ABAWD POPULATION

Our survey population was reasonably representative of all individuals in our database meeting the ABAWD criteria in terms of language. Females are overrepresented in the survey. In terms of age, those in the 31-40 age group are also overrepresented, and those 20 and younger are underrepresented. Central County residents are overrepresented in our sample as well.

	Survey Population (n=286)	All ABAWDs
<i>Males</i>	42%	61%
<i>Females</i>	58%	39%
<i>English</i>	98%	98%
<i>Spanish</i>	1%	2%
<i>Other Language</i>	1%	<1%
<i>Black/African American</i>	26%	33%
<i>Hispanic/Latino</i>	12%	14%
<i>Asian/Pacific Islander</i>	6%	4%
<i>White</i>	29%	29%
<i>Multiracial</i>	2%	2%
<i>Other</i>	4%	4%
<i>Unknown</i>	21%	14%
<i>20 and younger</i>	3%	8%
<i>21-30</i>	36%	38%
<i>31-40</i>	35%	28%
<i>41-50</i>	26%	25%
<i>West County</i>	32%	36%
<i>Central County</i>	30%	20%
<i>East County</i>	36%	43%
<i>Other</i>	2%	1%

## APPENDIX TWO: DEMOGRAPHICS OF EMPLOYED AND UNEMPLOYED

	Employed (n=88)	Unemployed (n=198)
<i>Males</i>	41%	44%
<i>Females</i>	59%	56%
<i>English</i>	98%	99%
<i>Spanish</i>	1%	1%
<i>Other Language</i>	1%	0%
<i>Black/African American</i>	28%	26%
<i>Hispanic/Latino</i>	9%	13%
<i>Asian/Pacific Islander</i>	7%	6%
<i>White</i>	30%	28%
<i>Multiracial</i>	1%	2%
<i>Other</i>	6%	5%
<i>Unknown</i>	20%	22%
<i>20 and younger</i>	2%	3%
<i>21-30</i>	31%	44%
<i>31-40</i>	39%	30%
<i>41-50</i>	28%	22%
<i>West County</i>	31%	44%
<i>Central County</i>	30%	21%
<i>East County</i>	38%	35%

### APPENDIX THREE: METHODOLOGY AND RESPONSE RATE

The sample for this survey was taken from EHSD internal customer data. Analysts wrote a query that pulled customers meeting ABAWD criteria from the CalWIN system. We included those meeting ABAWD criteria who were currently working since employment status can shift at any time and the ABAWD criteria takes into account the number of hours worked, not just work status. The query returned 1,535 valid customer emails.

The survey was sent on June 20<sup>th</sup>, 2018 with reminders following on June 22<sup>nd</sup> and June 25<sup>th</sup>. The survey closed on June 27<sup>th</sup>, 2018. There were 284 responses and 765 people opened the survey invitation. The overall response rate was 18.5%. The response rate among those that opened the email was 37%. External surveys such as this have an average overall response rate of 15% on the online platform we used.

### Community Recommendations for use of the 12% Exemptions

The following are the recommendations from the community based organizations that are part of the ABAWD workgroup on maximizing exemptions for how Employment and Human Services (EHSD) should direct staff to utilize the 12% exemptions. These are formally known as 15% exemptions, but because of recent changes in the Farm Bill, they have been changed to 12% exemptions. The primary goal is to maximize use of 12% exemptions and to ensure this mechanism for preventing hunger is not underutilized. When developing this list, community members took into account the impact on hunger, how vulnerable the population is, and how easy it will be for county workers to assign that category to individuals.

1. Bridge month - Apply a 12% exemptions to anyone subject to time limit on Dec 1<sup>st</sup>, 2019 who have used all three countable months. Staff will utilize a 12% exemption just the month of December to ensure continuity of benefits through March 2020.
2. Overissuance/error protection – To prevent clients from having to pay back benefits due to error.
3. Former foster youth (age 21-26 years old) – Apply a 12% exemption each month to youth who have turned 14 years old or older in foster care. Note: former foster youth ages 18-21 are not subject to the ABAWD time limit ([ACIN I-68-17](#)). The goal is to prevent this vulnerable population that face several barriers to employment from experiencing hunger.

How to verify: check MediCal aid code for former foster youth

If they don't have a MediCal aid code (turned 14-17 in care), client to provide court documents (can request from Ombudsman).

Below are other populations that were considered as a priority for the workgroup. After 6 months we would like revise the plan to use 12% exemptions to ensure we maximize the use of these exemptions without exceeding the 12% allotment. The three groups below are not necessarily in priority order and would need further clarification.

4. Homeless individuals and families if not already deemed unfit for work.
5. Reentry/Probation/Criminal Record
6. Those experiencing/fleeing domestic violence or abuse if not already deemed unfit for work.

Updated 3/1/19



The Food Bank of Contra Costa and Solano distributes approximately 7.5 million pounds of food annually serving 84,000 hungry people every month. **The Food Bank's mission is** "to alleviate hunger by providing an efficient, coordinated system for collecting and distributing food that reduces food waste and increases public awareness regarding hunger and food insecurity". This is accomplished through our continued efforts of receiving food from food drives, food stores, and food manufacturers; facilitating direct distributions; and supplying area agencies (pantries, kitchens, shelters, and numerous social service organizations) with food as needed. The Food Bank's valuable network of over 200 emergency food providers and community partnerships has earned widespread support from the community for over 30 years.

In addition to emergency food, the Food Bank also provides food to low income communities with food boxes, bread products and fresh produce through monthly direct distribution sites. The *Food Assistance Program* is a monthly program that provides over 4,600 families with U.S. Department of Agriculture (USDA) food commodities at 29 sites throughout Contra Costa and Solano; *Food for Children Program* meets the needs of over 600 children age 4 and 5 and their families who are referred by the Federal Women, Infants and Children (WIC) program, self-referred, or referred by social service agencies and receives 20-25 pound boxes of free food every month; and the *Brown Bag Program* is a senior based nutrition program that provides more than 2,100 households of low-income seniors (65 and older) with free groceries twice a month.

Our commitment is to serve the community by providing nutritious, fresh and free food items to those who need it most. To better understand the significant challenges faced by our low income communities, the Food Bank of Contra Costa and Solano participated in a national effort enabling us with data to assess, compare and identify where needs are great. It is our goal to use this report to increase public awareness surrounding hunger through education and advocacy for continued funding and policies that will support increased food resources, assistance and services to people who are suffering from food insecurity and hunger.

In spring 2005, the Food Bank participated in the America's Second Harvest *Hunger in America 2005* national study, the most comprehensive examination of Americans who seek emergency food assistance. As the world witnessed the Hurricane Katrina devastation to the Gulf Coast region in summer 2005, we were reminded of the vulnerability of our nation's seniors, children and low income populations and the crisis of hunger that they face. In 2004, nationally, over 25 million house households were served by emergency food providers. In 2005, of all the clients surveyed, nationally, 70% were food insecure, meaning they were uncertain of their next meal source; and 33% of these clients experienced hunger on a daily basis, being completely without food resources.

Locally, it is important to recognize that for what happened in the gulf coast also exists with our communities. In Contra Costa and Solano, the faces of hunger are no different. According to the Association of Bay Area Governments (ABAG) Bay Area Census of 2004, the median household income is \$67,823 and \$57,334 respectively. On the contrary, as a result of this study, we found that 65.9% of households surveyed have incomes less than \$15,000 annually within Contra and Solano County found. (p.75) With a greater number of our population continuing to fall below the national poverty line; this report reveals that due to the many gaps facing the working poor and vulnerable populations in Contra Costa and Solano, 71% of all emergency food clients are food insecure and 49% are experiencing hunger on a daily basis.

#### How did we get here?

Between January and April 2005, the Food Bank participated in the *Hunger in America 2005* hunger study. Sponsored by **America's Second Harvest, the national food bank network and** Mathematica Policy Research Inc., which assisted with the data collection process, this nationwide effort was conducted to better understand the issues of hunger and food insecurity by interviewing the people we serve through emergency food providers. Throughout the country, approximately 160 food banks participated in the survey and it is estimated that over 64,000 clients were interviewed. Our local Food Bank effort was charged with surveying 400 clients at food pantries, soup kitchens and shelters; surveying 41 sites and achieved just over a 90% completion rate.

The results of the national study, *Hunger in America 2006*, are based on the completion of in-person interviews at each of the 41 sites that were selected by Mathematica. Each site was randomly selected based upon the size of the population that they serve. Once at each site, each client interview was according to a random-selection process to ensure a fair and objective sampling.

The data and analysis published in the *Hunger in American 2006* study will provide information about the quantity of food distributed, client profiles and the reasons for food insecurity and hunger among low income populations in effort to serve as an instrument to increase the awareness, education, advocacy and support among governmental, civic and community leaders to end hunger in our community.



## WHO IS HUNGRY?

### I. The Face of the Working Poor

- 36% of non-Hispanic white; 39% non-Hispanic Black and 21% are Hispanic
- Of all adult clients, 53.2% are between the ages of 30 and 49; 25.6% between ages 50-54 and 8.2% are older than 65
- 33% of the members of households served by the Food Bank are children under 18 years old
- 43.3% of households include at least one employed adult currently employed; 65.8% of all adults in client households younger than 65 were unemployed.
- 35.8% of all clients finished high school but had no further education beyond high school; 25.5% of all clients has some college education or completed a two year degree

## THE VULNERABLE AND THE FORGOTTEN: CHILDREN AND SENIORS

### II. The Face of the Cycle of Poverty

- Among households with at least one child under 18 (33%), 46% receive school lunches and 40.4% participate in school breakfast programs, 15.3% summer lunch and 12.6% after school.
- Of those children 0-5, 45% participate in supplemental nutrition programs (WIC)
- Among households with children under 18, 25.7% were food insecure w/o hunger; 47.6% were food insecure with hunger.
- Among seniors 65 and older 31.6% were food insecure w/o hunger; 26.4% w/hunger.

## BRIDGING THE GAP: POVERTY ON THE RISE

### III. Inadequacies in Income, Housing, Medical Insurance and Resources

#### INCOME SOURCES

- 65.9% of all client households had an average *annual* income of less than \$15,000.
- 50.5% of all client households had *monthly* incomes less than \$1,000 (p66)
- Median household income among all clients during the *previous month* was \$900. (p.67)
- 60% of all clients had incomes below the official federal poverty level during the *previous month*. (p2)
- 73.1% of all clients had income of *130% below* federal poverty level during the *previous month*. (p.67)

#### BENEFIT SOURCES

- 33.6% of clients stated that employment was the MAIN source of household come in the previous month
- 27.5% of all clients receive other governmental assistance such as social security or unemployment compensation as the main source of household income.
- 30.7 of all clients stated Social Security as a source of income during *previous month*.
- 20.7% of all clients stated SSI as a source of income during the *previous month*.(\*NOTE: Food Stamp ineligible)
- 16% of client households served by the Food Bank are receiving food stamps; however it is likely that many more are eligible.
- 42% of clients indicated incomes above the eligible level as REASON for have not applied for food stamps; of that percent, 20.6% had incomes at or below 130% poverty level.
- On average, those receiving food stamps, the benefits last for 2.9 weeks.

#### HOUSING

- According to *RealFacts Inc.*, in 2005, the average monthly rent in Contra Costa was \$1,139 and \$1,072 in Solano County.
- 63.4% of all clients having **a place to live are renting; 20.5% clients admitted being late paying the last month's rent**
- 6.6% of clients households with a place to live said they receive Section 8 or Public Housing Assistance
- 26% of clients are homeless

#### MEDICAL INSURANCE

- 20.3% of all clients are without health insurance; 36.2% have unpaid medical bills.
- 29% of all clients had to choose between paying for food and paying for medicine or medical care

## SUMMARY

In conclusion, 49.1% of all households included in the *Hunger in America 2006* study, were food insecure and dealing with hunger. A great number of households have to choose between paying for food and paying for utilities; rent or medical care. When questioned about their situation of food insecurity, 78.5% of all client households reported that in the previous 12 months, they had been in a **situation where the food they bought "just didn't last and they didn't have enough money to buy more"** and another 57.6% of clients ate less than they felt they should have because there was not enough money to buy food during the previous 12 month.

The evidence of this survey demonstrates that things are not getting better, but in fact they are getting *worse*. Over the next decade, there will be an increasing number of Californian facing food insecurity and hunger due to state and federal budget cuts that will eliminate access to food nutrition programs and income benefits. Given the steady increase in housing and food costs, thousand of families, children and seniors will be vulnerable to maintaining self-sufficiency and **having adequate access to life's basic needs: nutritious food, good health and shelter. No One Should Go Hungry.**

# Rebuilding America— One Family at a Time



**Hunger in America 2010**  
for Contra Costa and Solano counties



# Food Bank of Contra Costa and Solano: **OVERVIEW**



Larry Sly, Executive Director

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March 2010

## **The Food Bank of Contra Costa and Solano has been serving Contra Costa and Solano counties for over 30 years.**

The Food Bank of Contra Costa and Solano distributes approximately 12 million pounds of food annually serving nearly 130,000 hungry people every month. The Food Bank's mission is "to alleviate hunger by providing an efficient, coordinated system for collecting and distributing food that reduces food waste and increases public awareness regarding hunger and food insecurity." This is accomplished through our continued efforts of acquiring food from food drives, food stores and food manufacturers, purchasing discounted produce from growers and packers, facilitating direct distributions, and supplying area agencies (pantries, kitchens, shelters, and social service organizations) with food as needed. Children, homeless families, low-income seniors, and others receive free meals and food baskets through the Food Bank's valuable network of 175 charitable agencies.

The Food Bank provides food directly to low-income communities through monthly distributions of food boxes, bread products and fresh produce. The Food Assistance Program is a monthly program that provides over 8,000 families with U.S. Department of Agriculture (USDA) food commodities at 29 sites throughout Contra Costa and Solano counties; the Food for Children Program meets the needs of over 1,000 children ages 4 and 5 and their families each month when they pick up 20 to 25-pound boxes of free food; a Senior Food Program (formerly the Brown Bag Program) provides more than 2,100 households with free groceries twice a month; Farm 2 Kids, a partnership with afterschool programs in 58 low-income schools, delivers 3-5 pounds of fresh produce on a weekly basis to over 6,000 children during the school year, helping children establish healthy eating habits and Extra Helpings is a program serving 200 low-income individuals in HIV/AIDS case management.

In the spring of 2009, the Food Bank of Contra Costa and Solano participated in a nationwide investigation of the conditions surrounding hunger sponsored by Feeding America™ (formerly America's Second Harvest). The Hunger in America 2010 national hunger study is the nation's most comprehensive examination of Americans who seek emergency food assistance.

## **Method of Survey**

Between March and May of 2009, the Food Bank of Contra Costa and Solano participated in the Hunger in America 2010 hunger study. Directed by Feeding America™ and Mathematica Policy Research, Inc., this nationwide effort was conducted to better understand the issues of hunger and food insecurity by interviewing the people we serve through emergency food providers. Throughout the country, approximately 185 food banks participated in the survey and over 62,000 clients were interviewed. Our local charge was to conduct 500 client surveys within our network, at 50 pre-determined food pantries and soup kitchens. We achieved just over a 90% completion rate. The local results of that national study, Hunger in America 2010, are based on the completion of in-person interviews at each of the 50 sites that were selected by MPR, Inc. Each site was randomly selected based upon the size of the populations that they serve. Once at each site, each client interview was determined by a random selection process to ensure a fair and objective sampling.

The data and analysis published in the Hunger in America 2010 study provides information about, the household situations of emergency food clients and the reasons for food insecurity and hunger among low-income populations. This survey is part of the effort to increase awareness, education, advocacy and support among governmental, civic and community leaders to end hunger in our community.

The mission of the Food Bank of Contra Costa and Solano is to alleviate hunger by providing an efficient, coordinated system for collecting and distributing food that reduces food waste and increases public awareness regarding hunger and food security issues in Contra Costa and Solano counties.

**“Because no one should go hungry”**



As the nation's economy began to fall in 2008, California's unemployment and home foreclosure rates were the highest of any state in nation. The breakdown of America's financial institutions had a seismic ripple effect impacting businesses and employment opportunities. Over 4.2 million jobs were lost nationally and California lost nearly 60,000 jobs a month. In addition, the budgetary shortfalls of county and local governments throughout the United States has impacted Main Street making it hard for working families and individuals. People who have fallen onto hard times are continuing to experience an unraveling of personal support leaving many of them reliant on social service programs and the help of local food bank agencies for the first time ever.

## Home Foreclosures

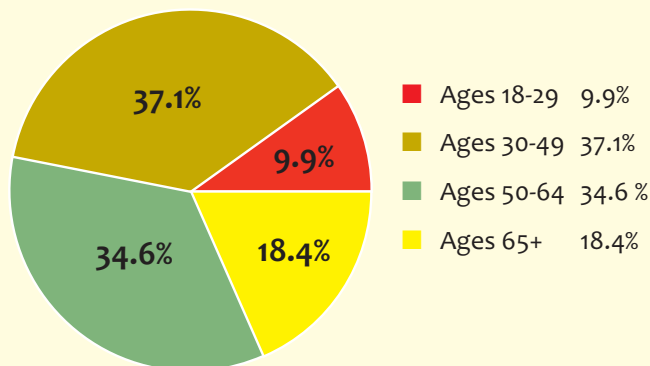
The national unemployment rate is 6.7 percent and across the country, 1 in 44 American households are facing foreclosure. In 2008 and 2009, California ranked the fourth in the nation with more than 350,000 home foreclosures and ranked first in the number of foreclosure filings (481,392 filings on 249,513 properties). California's unemployment rate is 2.3 percent above the national average (10 percent) holding steadily above 12 percent.

## Unemployment

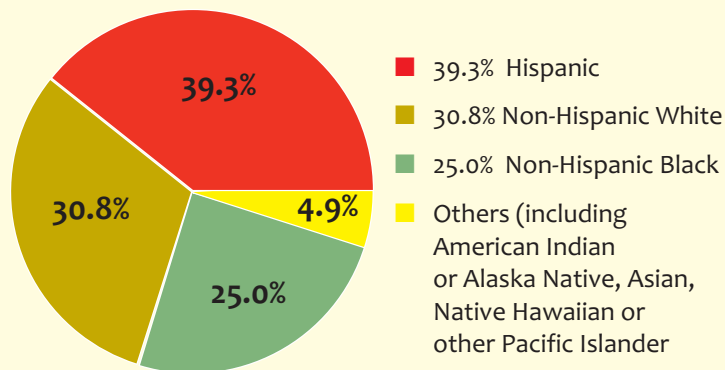
In Contra Costa and Solano counties, the unemployment rates are 11.2 percent and 12 percent respectively. As indicated in this hunger study, 70.4 percent of those clients surveyed reported being currently unemployed and 44.7 percent reported being unemployed for more than two years. With 71 percent of households utilizing the Food Bank of Contra Costa and Solano services reporting income levels below the federal poverty level, a growing number of working poor Americans are becoming food insecure and experiencing hunger on a daily basis.

## Demographics of Food Recipients

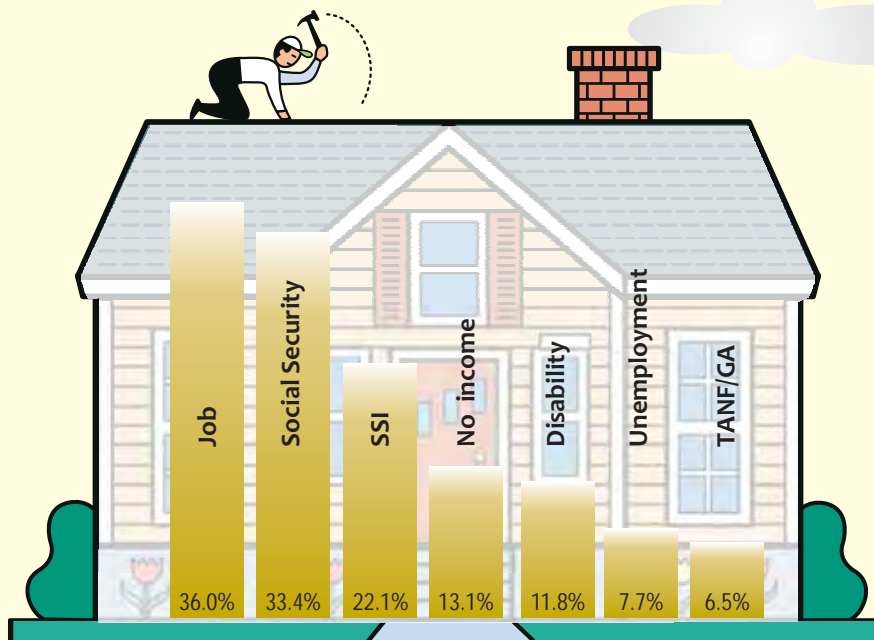
Age



Race



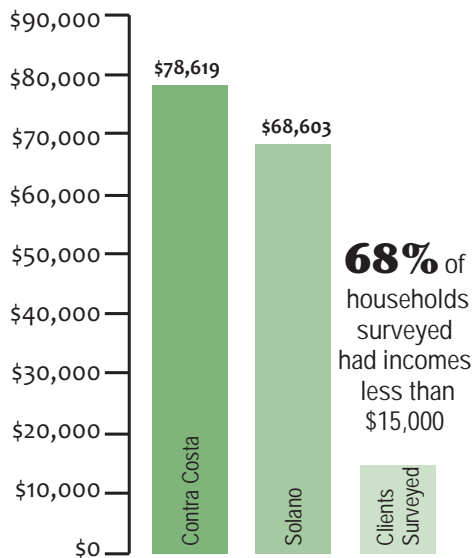
All sources of household income for the previous month



**66.3%**

of all adults younger than 65 surveyed by the Food Bank were unemployed.

### Average Annual Household Income



ABAG Bay Area  
Census/ACS Data 2009

**35.7%**

of all clients had to choose between paying for food and paying their rent or mortgage.

### Main Street

- ◆ Of all adults in households receiving food, 50.2 % are female and 49.8% are male
- ◆ 28.3% of the members of households served by the Food Bank are children under 18 years old; 8.1% under the age of 5
- ◆ Among households with children under 18, 58.4% were food insecure without hunger; 30% were food insecure with hunger
- ◆ Among seniors 65 and older, 44.4% were food insecure without hunger; 20.7% with hunger

### The Employment and Housing Crisis

- ◆ 29% of households included at least one employed adult; a decrease of 3 percent compared to the 2006 Hunger Study
- ◆ 23.6% of all clients are without health insurance; 33.2% have unpaid medical bills
- ◆ 32.7% of all clients had to choose between paying for food and paying for gas for the car
- ◆ 25.5% clients admitted being late paying the last month's rent/mortgage
- ◆ Of those having a place to live, 76.6% of the clients rent the place where they live and 14% of clients own the place where they live
- ◆ 13.6% of client with a place to live said they receive Section 8 or Public Housing Assistance

### Poverty on the Rise

- ◆ 68% of all client households had an annual income of less than \$15,000 in 2008
- ◆ 58.1% of all client households had monthly incomes less than \$1,000
- ◆ Median household income among all clients during the previous month was \$900; in contrast, the median monthly income for the U.S. population as a whole in 2008 was \$4,192
- ◆ 86.5% of all clients had income below 130% of the federal poverty level during the previous month

### Benefit Sources

- ◆ 27.6% of clients stated that employment was the main source of household income in the previous month; a 6% decline from the 2006 Hunger Study
- ◆ 40.1% of all clients receive other governmental assistance such as social security or unemployment compensation as the main source of household income
- ◆ 14.6% of client households served are receiving Supplemental Nutrition Assistance Program (SNAP) (currently called Food Stamps in California) benefits; however it is likely that many more are eligible



Childhood obesity poses a significant public health problem in the United States and causes immediate health consequences for weight-related health problems. Doctors and scientists are concerned about the rise of obesity in children and youth because obesity may lead to the following health problems:

- ◆ Heart disease, caused by high cholesterol and/or high blood pressure
- ◆ Type 2 diabetes
- ◆ Asthma
- ◆ Sleep apnea
- ◆ Social discrimination

## Farm 2 Kids

Farm 2 Kids is a partnership between the Food Bank and local after school program site that enables children to receive seasonal produce on a weekly basis. Farm 2 Kids is an excellent way to get more produce out into a community that could really use it, since over 50% of the students in these schools receive free or reduced lunches.

In some cases the Food Bank delivers to participating schools whereas some schools pick up their produce. The type and variety of the produce depends on seasonality and availability. During the winter months this may include oranges, potatoes, carrots, and onions. In spring, stone fruit is available, and in the fall schools often receive apples and pears.

After school programs provide bags and bag the produce. This can be done in different ways. Some sites have their staff bag the produce and others have the children pick out what they want as they leave for the day.

Produce may be used as snacks or for cooking classes with the balance being sent home with children at the end of the day. The goal of the program is to have each child take home at least three pounds of fruits and vegetables each week. Research shows that increased consumption of a variety of fruits and vegetables over a lifetime reduces risk of chronic disease.

**“Farm 2 Kids provides 3–5 pounds of produce per child to families who otherwise may not be able to afford to put nutritious food on the table.”**

## Food for Children Program

The Food Bank's Food for Children Program, provides food boxes for children 4-5 years old that contain fresh produce and nutritious food items that are high in protein, low salt, low sugar, or whole grains that contribute to the reduction of chronic disease and obesity in children.

## Help kids develop healthy eating habits

There's no great secret to healthy eating. To help children and families develop healthy eating habits...

- ◆ Eat plenty of vegetables, fruits, and whole-grain products.
- ◆ Include low-fat or non-fat milk or dairy products with meals.
- ◆ Choose lean meats, poultry, fish, lentils, and beans for protein.
- ◆ Serve reasonably-sized portions.
- ◆ Encourage families to drink lots of water.
- ◆ Limit sugar-sweetened beverages.
- ◆ Limit consumption of sugar and saturated fat.

The Food Bank Farm 2 Kids Program serves 32 schools and a total of 4,894 children in Contra Costa County. In Solano County, 26 schools and over 2,070 children are served.

The Farm 2 Kids Program serves children at after school programs in Bay Point, Pittsburg, Concord, Pleasant Hill, Richmond, San Pablo, Rodeo, Fairfield, Suisun City, Vacaville, and Vallejo.



Produce may be expensive and spoils easily. For families on a tight budget, fruits and vegetables are often the first foods to be skipped in favor of cheaper, more shelf-stable foods. Yet these foods frequently lack many of the essential vitamins and nutrients necessary for a complete diet.

Access to healthy, balanced meals is especially important for children as they grow and learn. Farm 2 Kids increases access to fresh fruits and vegetables in order to promote healthy eating in low-income households.





"The Senior Food Program really helps supplement our food. We are so low-income we can barely pay the bills. We really like the Farmer's Market coupons. I know fresh fruit and vegetables are really important for good nutrition. I am a retired RN. Our disability is not enough. We really look forward to coming to this program. The food really lasts a while. We don't need to come here every time. I look for the food ads and only buy what is on sale except things I have to get like milk and eggs. You don't really have a choice on those. You don't always know what is in the bag so they ask if we want carrots and we take them. Then there are already carrots in the bag. What do you do with all of those carrots? I make lots of soups and stews. Same with the potatoes. One time we got lots of garlic and I don't know if you can freeze that so I gave the extra to my friends who have helped me out with food before. We are not getting cost of living increases this year. We are grateful for this program. We didn't know about it until we were desperate. I started looking into different programs and found out about this through our church. We only go to this one and leave the other programs for the other people who are not seniors. Years ago we used to donate to the food bank and the Christian Help Center."

— Velia and Charlie, Vallejo

In California, seniors and disabled residents are growing more vulnerable due to state and federal budget cuts to health care and the elimination of programs that provide in-home support services that allow them to age in place in their homes. Rising costs of housing, health care, and prescription drugs have continued to leave many without income to buy food.

### Supplemental Security Income/ State Supplementary Payment (SSI/SSP)

More than one million low-income aged, blind, and disabled Californians depend upon cash aid to meet basic needs. The federal government provides monthly assistance known as Supplemental Security Income (SSI), and the state adds to the federal benefit with a State Supplementary Payment (SSP). SSI recipients are ineligible to receive food stamp benefits in California. Of SSI/SSP's 1.25 million recipients in California, 69% are disabled, 2% are blind and 29% are aged.

Many seniors and other disabled individuals live on the edge of poverty and face issues of hunger. In Contra Costa and Solano, 40.1% of those surveyed reported government assistance as the main source of household income. Checks from the Social Security Administration, Unemployment Compensation, Disability (SSDI/Workers Compensation) and Supplemental Security Income do not cover the daily cost of living.

The maximum monthly SSI grant for an individual in California currently is \$845. The maximum monthly grant for a couple is \$1,407. These grants are funded primarily by the federal government, but the State of California also contributes a portion. In the past two years, cost of living increases from the federal government were not passed on to grant recipients in order to reduce California's budget deficits. Additionally, the state reduced their share of funding in the spring of 2009; every SSI recipient has received a smaller check each month since that time. When you can barely make ends meet, any cuts are painful. The Food Bank supports seniors and disabled individuals by providing food resources through the Food Assistance Program (FAP), Senior Food Program (formerly Brown Bag), Extra Helpings Program, and food pantries.



## 44.4%

of seniors interviewed  
were food insecure  
without hunger.

## 20.7%

of seniors reported  
experiencing food  
insecurity with hunger.

## Food Stamp Program

The Food Stamp Program is the nation's strongest defense against hunger. Benefits are available electronically. Coupons are a thing of the past. United States citizens must meet certain income and asset requirements. Counties administer the Food Stamp Program. The average monthly benefit per qualifying family member is approximately \$135.

## National School Lunch Program

One of several child nutrition programs available to local school districts, the NSLP helps schools provide low-income students with nutritious meals so they can stay awake and be ready to learn. This program is administered by the state Department of Education.

## WIC

Formally known as the Special Supplemental Nutrition Program for Women, Infants and Children, WIC provides vouchers for specific nutritious foods to pregnant women and children up to age 5. Administered by county Public Health Departments, WIC also provides nutrition education and health care referrals. The WIC food package has just been revised to help families reach goals of eating more fruits, vegetables and whole grains.

## TEFAP

The Emergency Food Assistance Program provides surplus commodities and staple items (rice, beans, canned meats, cereals, canned fruits and vegetables) to low-income populations once a month. California Emergency Foodlink transports the food to a provider designated by the County Board of Supervisors. The local provider distributes the food through a network of volunteer run distribution sites.

## EFSP

Emergency Food and Shelter Program funding helps counties provide services to households experiencing emergencies and homeless populations. Typically, the funds are used to support soup kitchens and shelters and to purchase nutritious food items for struggling families.



Emergency food and direct distribution service by county		
PROGRAM	CONTRA COSTA	SOLANO
Food Pantries	37,050	27,950
Soup Kitchens	15,000	3,000
Extra Helpings	200	
Farm 2 Kids	4,894	2,070
Food Assistance Program (USDA)	21,500	3,500
Food for Children	600	400
Brown Bag	3,200	800
Other Programs	7,800	1,700
<b>People served per month</b>	<b>90,244</b>	<b>39,420</b>



**SNAP** (Food Stamp Program in California) is the nation's first line of defense against hunger. SNAP is the largest of the federally funded nutrition assistance programs aimed at low-income households and individuals.



In Contra Costa and Solano, 30.1% of clients surveyed believed that their income was above the eligible level as a reason for not applying for food stamps. Of the same households, 21.3% had incomes at or below 130% poverty level. This is just one example of the public's confusion about eligibility for this program.

In 2003, concerns about the low enrollment rate in the Food Stamp Program prompted USDA to begin partnering with food banks to publicize the nutritional benefits of food stamps to low-income populations. California's enrollment rate, approximately half of the eligible population, is the lowest in the nation. The Food Bank is working to increase participation rates in our counties through collaboration with the California Association of Food Banks and the Network for a Healthy California. Food Bank employees and volunteers have learned about food stamp eligibility requirements and are working with the county social services departments and our member agencies to provide accurate program information and combat myths. We use methods ranging from community trainings to distributing materials to helping people complete food stamp applications.

Through our outreach efforts to potentially eligible participants, the Food Bank is working to increase participation rates enabling many families and individuals to have increased purchasing power at the grocery store. Food stamps are now stored on an electronic benefits card as shown above.

# 14.6%



of clients surveyed are receiving food stamps; however, it is likely that many more are eligible.

## Food Pantry

Individuals and families in crisis receive a 3-day emergency food supply from a non-profit or charitable organization within the community on a weekly or monthly basis. The food includes non-perishable food items, fresh produce, and bread items. The Food Bank network has over 80 pantry locations within Contra Costa and Solano counties.

## Soup Kitchen

Individuals and families receive free hot prepared meals at a local church, community center, or shelter on a daily, weekly, or monthly basis. The Food Bank network has 14 dining rooms within Contra Costa and Solano counties.

## Food Assistance Program (FAP)

Every month, low-income families and individuals receive two bags of fresh produce, bread and U.S. Department of Agriculture (USDA) food commodities at 29 sites located throughout Contra Costa and Solano counties. Food recipients are low-income as defined by the federal government.

## Food For Children

Children ages 4 and 5, whose families are struggling to make ends meet, receive a free box of nutritious food weighing 20-25 pounds every month. There are nine Food for Children sites in Contra Costa and Solano counties.

## Extra Helpings

This food box program serves 200 individuals in case management with the Contra Costa AIDS Program, providing them with additional nutrition to help them maintain their health.

## Senior Food Program (Formerly Brown Bag Program)

Low-income senior citizens living on fixed incomes receive free supplemental food items of non-perishables, fresh fruit and vegetables, and bread items twice per month. There are 26 Brown Bag sites in Contra Costa and Solano counties.

## Other Programs

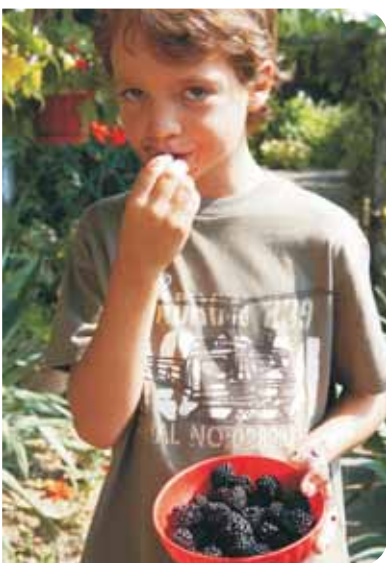
The Food Bank also provides food resources to homeless and family shelters, residential facilities for disabled individuals, child care programs, and group homes for children throughout Contra Costa and Solano counties.

During the past five years, The Food Bank of Contra Costa and Solano has been working on a number of efforts to improve access to nutritious foods. Successful efforts have included training community-based organizations to promote awareness of the Food Stamp Program, acquiring and distributing year-round supplies of seasonal produce, and produce programs that target children in afterschool programs.

## Food Stamp Outreach

Only about 50% of eligible Californians participate in the federal Food Stamp Program. People may not be aware of the program or may believe that they do not qualify for food stamps. Historically, the Food Stamp Program has been restrictive in terms of whether you can own a vehicle worth more than \$4,650, for example. The laws have changed, and owning a vehicle of any value does not keep you from being eligible for food stamps. Community and faith-based organizations can share information about changes in government programs with the people who visit food pantries. They can develop relationships with the county food stamp offices that allow volunteers to promote the Food Stamp Program and even assist clients with completing applications.

## Fresh Produce Programs

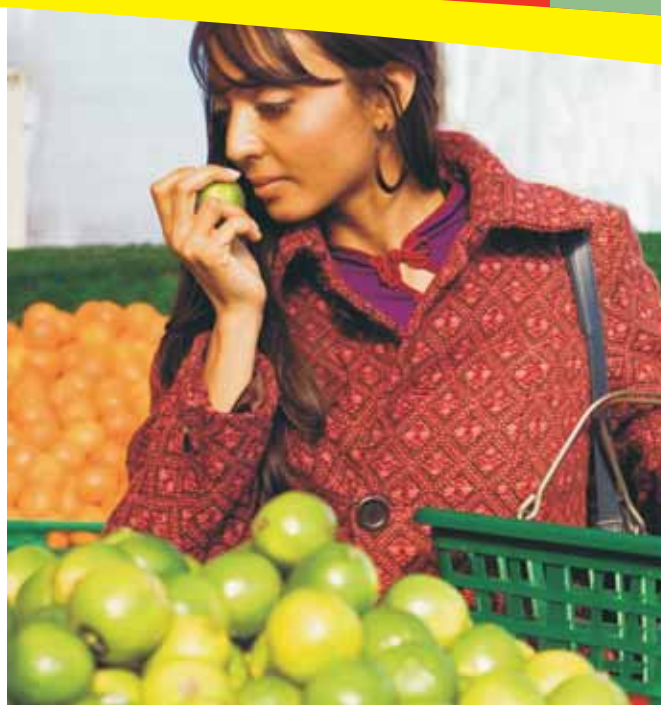


Fresh produce is abundant in California. Food bankers have established relationships with growers and packers that enable the purchase of 60 million pounds of fresh, seasonal fruits and vegetables that were previously fed to cattle and pigs for pennies a pound. Through California Association of Food Banks' Farm to Families program, food banks can rely on regular delivery of oranges, potatoes, carrots and onions during many months of the year. Apples, pears, stone fruit, corn, watermelon and winter squash come during the months they are harvested. This produce can supplement a pantry's canned and dry food supplies. The fresh fruits and vegetables are an

important component of a nutritious diet, especially for children and people with chronic diseases like hypertension and diabetes.

## Creative Partnerships

The availability of fresh produce has resulted in new programs that bring free fruits and vegetables to nontraditional distribution points. Mobile produce pantries, community produce distributions modeled after farmers markets and partnering with school and recreation programs to put healthy choices in the hands of children and combat childhood obesity are some of the new models that have been used. The Farm 2 Kids Program in Contra Costa and Solano counties works with 58 afterschool programs to provide 3-5 pounds of fresh fruits and vegetables to children each week. The afterschool programs can use the produce for cooking classes or snacks, and the children take the surplus produce home with them.





## Every voice COUNTS!

The Food Bank hopes that the evidence detailed in this report will be used to inform policymakers and increase public awareness about the hunger that exists within our community. Together, we can urge governmental, civic and community organizations to make collaborative actions that end hunger.

### ◆ **FEDERAL REPRESENTATIVES**

United States Senate  
[www.senate.gov](http://www.senate.gov)

United States House  
of Representatives  
[www.house.gov](http://www.house.gov)

### ◆ **STATE REPRESENTATIVES**

California State Senate  
[www.senate.ca.gov](http://www.senate.ca.gov)

California State Assembly  
[www.assembly.ca.gov](http://www.assembly.ca.gov)

### ◆ **ADVOCACY NETWORKS**

Network for Healthy  
California Champions for Change  
[www.cachampionsforchange.net](http://www.cachampionsforchange.net)

**To learn more about donation options, advocacy, volunteerism, or how to raise awareness in your community, please visit [www.foodbankccs.org](http://www.foodbankccs.org) or call 800-870-3663.**



## Government

Create local development plans that will increase the number of outlets offering healthy affordable food to low-income populations. Become more informed about hunger and food security issues, existing services, and relevant policies in your district or city. Support policies that provide low-income families and individuals with living wage increases, access to affordable housing, transportation, and health care coverage. Support nutrition programs that increase access to healthy food choices for all Californians.

## Community and Non-profit Organizations

Provide free, nutritious food and fresh produce to low-income families and individuals in need of resources living in your local community. Spread the word about the services you provide to those living in the community and the populations you serve. Coordinate your services with other local agencies in your community performing similar work. Organize your volunteers and board members to write letters urging elected officials and policy makers to support effective legislation that eradicates hunger.

## Funders/Donors

Donate food, money, and volunteer time to support the Food Bank and local food programs. Ask elected representatives at the federal, state, and local levels about their positions on issues affecting food security and encourage them to vote for those policies that strive to end hunger. Organize your board members and employees to write letters urging elected officials and policy makers to support effective legislation that eradicates hunger.

## Individuals

Donate food, money, and volunteer time to support the Food Bank and local food programs. Ask elected representatives at the federal, state, and local levels about their positions on issues affecting food security and encourage them to vote for those policies that strive to end hunger. Organize your friends, family members, and neighbors to write letters urging elected officials and media outlets to support making issues of hunger a priority through effective legislation. Join a task force or advisory group working on hunger and food security, such as the Food & Nutrition Policy Consortium.





This report is dedicated to all of the families and individuals affected on a daily basis by hunger who struggle to make ends meet and to all the many volunteers who work at organizations and emergency food programs to help those need.

A special thank you to every client interviewed as part of Hunger in America 2010 in Contra Costa and Solano. Thank you to all of the staff, volunteers, and organizations that assisted in conducting interviews at the participating sites:

Barbara Stanley	Jill Andrews	Marianne Balin
Caitlin Sly	Joan Tomasini	Maricela Navarro
Char Burns	Joann Callahan	Mignon Mozley
Char Howard	John Cassidy	Nasrin Borhani
Cindy Nieves	John Thomas	Roberto Mora
Diane Johnson	Juan Orozco	Ron Elsdon
Don McCall	Judy Bradford	Sharon Zeppegno
Donna Coit	Kristy Whatley	Suzie Iventosch
Gordon Miller	Linda Elsdon	Taylor Inglish
Helen Vajk	Lisa Sherrill	Veronica Wimer
	Maria Padilla	

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## Participating Member Agencies

- Brown Bag Program Sites: Antioch, Eastshore (Richmond), St. Marks Church (Fairfield), Good Shepherd Church (Pittsburg), Martin Luther King Center (Richmond), Norman King Center (Vallejo), Redwood Shores (Vallejo), San Pablo, Oakley, Vacaville, and Walnut Creek
- Dixon Family Service, Dixon
- East Bay Pentecostal, Brentwood
- First Baptist Church, Pittsburg
- First Baptist Church, Fairfield
- First Baptist Church, Vallejo
- Friendship Missionary Baptist Church, Vallejo
- Food Assistance Program: Antioch, Bay Point, Brentwood, Richmond, San Pablo, Vallejo and Walnut Creek
- G.R.I.P. Souper Center, Richmond
- Hope For The Homeless, Richmond
- Life Changing Reality, Fairfield
- Loaves & Fishes: Antioch, Martinez and Oakley
- McGlothen Temple COGIC, Richmond
- Monument Crisis Center, Concord
- Mt. Calvary Baptist, Fairfield
- Mt. Sinai Missionary Baptist Church, Vallejo
- North Richmond Missionary Baptist Church, Richmond
- Pittsburg Community Emergency Services, Pittsburg
- Queen Of All Saints, Concord
- Richmond Emergency Food Pantry, Richmond
- Rio Vista Ministry, Rio Vista
- Rockville Presbyterian Fellowship, Fairfield
- The Salvation Army, Concord and Vallejo
- Seventh Day Adventist Community Services, Fairfield and Vallejo
- SHARE, Concord
- St. Mark's Lutheran Church, Fairfield
- Vacaville Storehouse, Vacaville



One family at a time.



4010 Nelson Avenue  
Concord, CA 94520

1891 Woolner Avenue, # 1  
Fairfield, CA 94533

Phone 925-676-7543

Fax 925-671-7933

web [www.foodbankccs.org](http://www.foodbankccs.org)



## Solano County

### Local Plan PY17-21 Modification – CalFresh Attachment

#### CalFresh

##### *Partnerships to Serve CalFresh Participants*

The Workforce Development Board (WDB) of Solano County will work with the Solano County Department of Health and Social Services (HSS), as well as local stakeholders to better serve CalFresh participants in Solano County. HHS recently developed new contracts with Goodwill of the Greater East Bay (Goodwill) and with the Solano County Office of Probation (Probation) to implement CalFresh Employment and Training (E&T) programs. The WDB will partner with Goodwill and Probation to leverage Workforce Innovation and Opportunity Act (WIOA) service delivery with their E&T clients. Goodwill provides transitional jobs to E&T participants, and Probation provides expanded employment and training services to individuals on probation that receive CalFresh assistance. The WDB will partner with HHS and other partners working with CalFresh recipients to provide America's Job Centers of California (AJCC) services, such as increased Road to Employment community sites, and ensuring CalFresh recipients receive priority of services for WIOA Title I services under the Adult program.

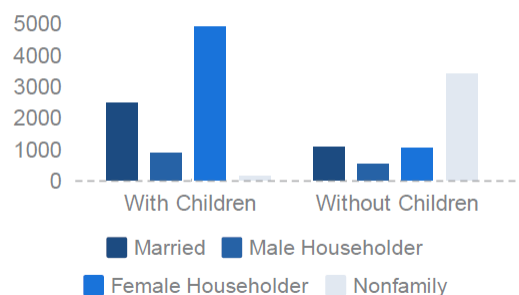
##### *CalFresh Population Overview<sup>1</sup>*

At the end of Quarter 3 Fiscal Year 2019, HHS provided CalFresh assistance to 38,019 individuals in Solano County. This constitutes 9.5% of the total county population, and shows a 116% increase in recipients over the last 10 years. The majority of recipients (21,145 individuals) are female, and the most common household type is female head of household, or single mothers. The majority of recipients (16,495 individuals) are under the age of 18, leaving 57% or 19,491 in the predominant working age group of 18-64.

The race/ethnicity makeup of Solano's caseload is diverse, with the largest race being Black or African American at 30% of the population (11,227 individuals), followed by Hispanic at 25% (9,324 individuals) and White at 22% (8,455 individuals). Despite the diversity, 88% of the caseload cites English as their Language spoken (33,274 individuals), with 10% of the population speaking Spanish and 1% of the population speaking Tagalog. Compared to the general population, CalFresh households have a significantly higher rate of having an individual in the household with a disability at 46%. This provides significant opportunities to increase service alignment between CalFresh and disability employment services. No

Characteristic	Percentage
<b>Female</b>	56%
<b>Spanish Speaking</b>	10.3%
<b>African-American</b>	29.5%
<b>Unemployed</b>	13.4%
<b>Recipients Under Age 18</b>	43%
<b>Households with Disability</b>	46%

#### Household Types



<sup>1</sup> Statistics compiled from data provided from H&SS caseload records dated 10.31.2018 and from the U.S. Census American Community Survey 1-Year Estimates 2017.

data is currently available on foreign-born or formerly incarcerated subsets of CalFresh participants, nor on specific characteristics of the CalFresh E&T population; increasing tracking of these data points is a future goal of HHS.

#### *Needs Assessment for People Receiving CalFresh*

CalFresh participants often face multiple barriers to employment that can seem insurmountable to the individual. Many CalFresh participants are either unemployed, or more frequently, underemployed. Some CalFresh participants are also eligible for General Assistance from HHS, but the majority are not. Currently, the majority of the CalFresh population served by HHS do not have access to the E&T 50% federal reimbursement opportunities in the county, due to eligibility requirements for those services. Additional service delivery options are needed for CalFresh recipients.

At the WDB's stakeholder engagement session for individuals receiving CalFresh assistance in Solano County, a number of barriers were identified. Many CalFresh recipients struggle with making the transition to work, either due to lack of wrap-around services or difficulty making the mindset shift to employment. The county has a number of resources available to individuals, but awareness of these resources are lacking among the population that could most benefit from them. In addition, accessibility of these resources may be difficult due to geographic distribution, transportation challenges, or other barriers. The community-based organizations and agencies that do offer wrap-around resources often do not have the capacity or funding to fully address the volume of need in the county.

Underemployment is also a struggle for CalFresh recipients. Although many CalFresh recipients are working, the economic landscape in Solano County creates barriers to livable wage jobs for many in the county. Four of out the top five occupations in Solano County have wages below the self-sufficiency standard. This is indicative of our county's economy that either has a significant volume of low-wage/entry-level jobs or highly-skilled opportunities that many of our CalFresh recipients do not have the technical skills to qualify for. Therefore, access to technical skills attainment is imperative for our county's CalFresh population, coupled with wrap-around supports to help recipients address basic needs as they increase their earning potential.

Many CalFresh recipients and other low-income individuals that the WDB serves are discouraged and believe that employers are not interested in hiring them. They feel a disincentive to take low-wage job opportunities, because it can negatively affect their eligibility for public assistance, yet the wages they can gain will not meet their basic living needs. In addition, entry-level jobs tend to be less forgiving when parents need to take off for childcare, medical, or personal reasons. Per the stakeholders engaged in the local planning process, the WDB and partners need to address the fear of losing benefits through strategies such as financial planning, planning with participants around balancing work and life responsibilities, and longer-term supports to aid in retention.

Individuals with disabilities particularly struggle with the fear of losing benefits. For many, disability and public assistance payments are seen as sustainable income, whereas employment is not. Many individuals with disabilities fear an increase in medical costs that they will not be able to afford. Benefits counseling is needed for individuals with disabilities so they can better understand how working will affect their disability and public assistance benefits, and how to become financially stable once employed. The Solano County Office of Education (SCOE) employs benefits counselors and will partner with the WDB and other stakeholders to provide benefits counseling to individuals with disabilities who need assistance in transitioning to work.

Mental health is another significant need for CalFresh recipients and other low-income individuals. First 5 Solano has conducted research and awareness in Solano County around Adverse Childhood Experiences (ACEs). ACEs are experiences that create trauma for individuals that can have long-term consequences. Individuals in poverty, including many CalFresh recipients, have higher rates of ACEs, trauma, and mental illness. To effectively serve CalFresh recipients and other low-income individuals, the WDB and partners must develop strategies around mental health resources. The WDB has recently engaged HHS's behavioral health unit and will explore ways to connect individuals to mental health resources through the county as needed.

#### *Prospective Partnerships*

The WDB currently partners with HHS around services for CalWORKS participants. The WDB and HHS will leverage this partnership to expand service delivery capabilities to CalFresh recipients as well. In FY2018, 107 CalFresh recipients (or 25%) received WIOA Title I Adult, Dislocated Worker, or Youth services. HHS and the WDB will look at the current caseload of CalFresh recipients to identify ways to better support these individuals in their career path. In addition, the WDB will work with HHS to deliver AJCC services through Road to Employment onsite at HHS during CalFresh orientations to build awareness and connection to services.

The WDB currently partners with Goodwill and Probation to align and coordinate service delivery, including outreach. The WDB will identify co-enrollment and/or employer engagement opportunities with these two contracts of CalFresh E&T services to increase the intensity of services provided to CalFresh recipients.

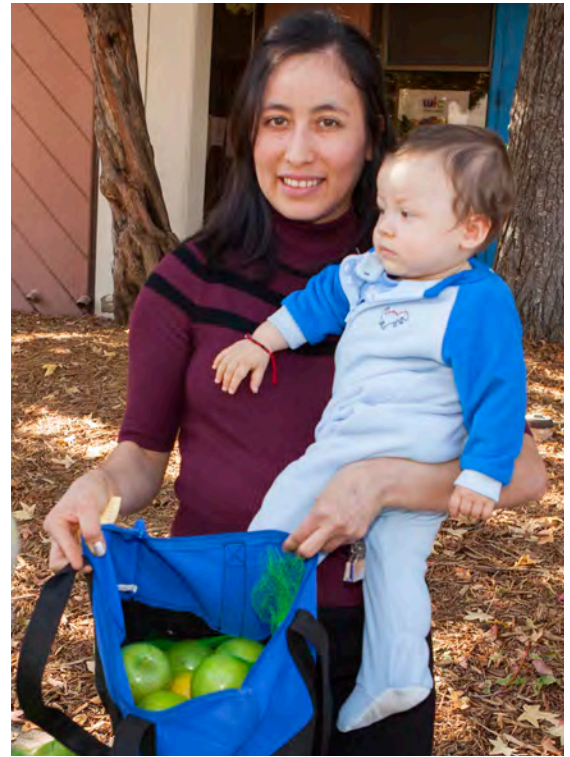
The WDB will work with HHS and other stakeholders to develop and implement strategies to successfully connect CalFresh recipients to these resources and provide a more holistic service delivery. The WDB will utilize its CommunityPro referral system to build a network of resources of which CalFresh recipients can take advantage. The CommunityPro system will be utilized to increase the accessibility and awareness of supportive services, additional resources, and programs that can aid in the success of CalFresh recipients in obtaining and retaining quality employment opportunities.

In addition, the WDB will facilitate continuing conversations among stakeholders to build countywide partnerships around employment and training services for CalFresh recipients and other low-income residents. At the engagement sessions, stakeholders appreciated the discussion and called for more open and authentic conversations around increasing access and opportunities for this population. The WDB will ensure these conversations continue. Together, the partners will tackle topics such as researching the population to gain a better understanding, providing wrap-around services, cross-training staff, facilitating cross-referrals and co-enrollment, and tracking outcomes effectively.

HHS currently has a waiver to delay implementation of Able-Bodied Adults Without Dependents (ABAWD) work requirements until 2020. The WDB has agreed to support development of strategies for employment and services that meet the ABAWD work requirements. This strategizing will uncover additional potential partnerships to improve service delivery for CalFresh recipients.



# STATE OF HUNGER



Hunger Study  
2018

# STATE OF HUNGER



There is a significant low-income population within the wealthy counties of Contra Costa and Solano. Despite an improving economy, 11.4% of the population in the two-county area – almost 180,000 people – live below the federal poverty line. After factoring in the high cost of living, especially housing, the poverty level may be as high as 17%. This translates to 275,000 people at risk of going hungry.

An astonishing 1 in 8 people in the two counties - about 180,000 individuals - turn to the Food Bank of Contra Costa and Solano each month. Of those surveyed, 64% of households have seniors, children or both. Even more staggering, 29% rely on us for at least half of their food.

The Food Bank collaborated with Saint Mary's College to develop the Hunger Study 2018. The goal of this project was to determine **who** our recipients are, **how** we are currently serving them, **why** people need the Food Bank's assistance and **what** we should focus on moving forward. Research results will influence our programs and services and will be shared with the Food Bank staff, partners, elected officials, funders and the public.

A handwritten signature in black ink, appearing to read 'Larry Sly'.

Larry Sly  
Executive Director

29% of those surveyed rely on us  
for at least half of their food.

"It's been hard getting on my feet after tough times, especially with a little one. I'm trying to build my family a sustainable and healthy future by going to school full-time, and trying to stay afloat by working at the same time as well. It's a daily struggle to find a balance, and weekly trips to the food pantry are the only thing that give me security that I won't run out of food before my next paycheck comes."

-Mary, Vallejo



# WHY THE NEED IS HIGH

While the issues faced by the low-income households of this two-county region echo the problems faced nationwide, a few distinct trends emerged, specifically around housing. Housing costs are high in California, but are especially high for the San Francisco Bay Area.

## HIGH COST OF LIVING

The majority of respondents making \$25,000 or less spent more than 50% of their income on housing, classifying them as 'severely cost burdened'. This is higher than both state and national estimates of low-income households' housing burden. This could explain in part why 47% of households surveyed consisted of multigenerational family members, adult family members cohabiting, or non-related adults cohabiting.

## INCOME & EMPLOYMENT

The myth that most people receiving food assistance choose not to work is simply untrue:

- 78% of household members that are old enough to work are either working, actively looking for work, or would not be expected to work due to age, disability, or because they are taking care of another family member.
- 31% are under employed and working 20 hours or less (and often these part-time positions don't include benefits).
- 30% of those looking for work reported actively seeking employment for over a year.
- 24% of respondents have disabled or senior household member living on Supplemental Security Income (SSI) benefits. In California, SSI recipients don't qualify for CalFresh nutrition assistance even though their incomes are below 90% of the Federal Poverty Line.

**92%** have a total household income of less than \$35,000 a year.

**It takes an annual income of \$76,500 for a family of four to make ends meet in California.**



# MAKING HARD CHOICES

In an ideal world, everyone's income would provide what they need to cover expenses. The reality is that people who turn to the Food Bank run out of money before they can pay all of their bills, leaving them to make no-win decisions.

The people we feed are either not able to buy enough food, or they purchase lower-quality food because it costs less—that is, if they can afford groceries at all.



**OR**

**62%**

chose to pay  
for utilities



**61%**

chose to pay for  
transportation



**33%**

chose to pay for  
medicine/medical care



**55%**

chose to pay for  
rent or mortgage

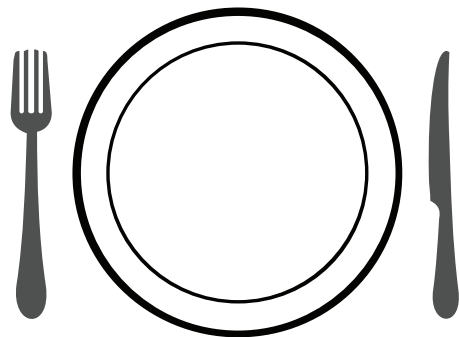


"With the high cost of living in this area, even though I'm working 40 hours a week with my husband, we have to make a decision to pay PG&E or feed our daughter."

-Theresa, Bay Point

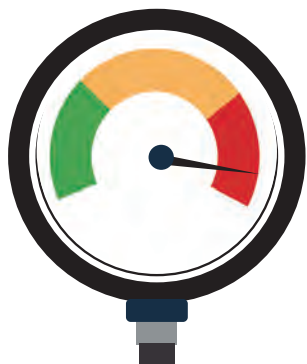
# HUNGER AND HEALTH

It has been repeatedly shown that health improves and healthcare costs decline when people receive the nourishment their bodies require.

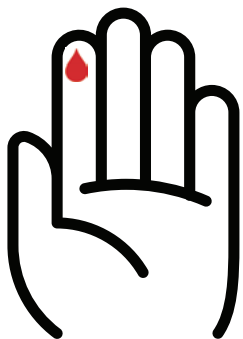


57% bought the cheapest food available every month because a healthier choice was more expensive.

23% ate less than they should, or skipped meals every month because they couldn't afford food.



**52%**  
had a household member with high blood pressure.



**37%**  
had a household member with diabetes.



**41%**  
had a household member with depression or anxiety.



"The price of produce is so expensive at the store, so the fruits and vegetables from the Food Bank are one of the best things that's ever happened to me. I'm diabetic, so it really helps."

- Jesse, disabled senior and veteran from Antioch

# NEXT STEPS

## TODAY

The Food Bank of Contra Costa and Solano is committed to providing food assistance that is **accessible, nutritious, and dignified**. While the state of hunger in our community is far too high, the Food Bank's services are making a real difference for families in need.

- The study reveals that the majority of participants eat healthier since receiving food assistance from the Food Bank and its partner agencies.
  - 71% of respondents said they eat more balanced meals.
  - 75% of respondents said they eat more fresh fruits and vegetables.
- Results indicate a high level of satisfaction among people who receive food from us and a strong intent to recommend the Food Bank and partners to someone needing food assistance.
  - The average service rating was 4.7 out of 5 (1 being poor and 5 being excellent).
  - The average likelihood to recommend Food Bank services was 4.9 out of 5 (1 being not likely and 5 being very likely).

## TOMORROW

Services provided by the Food Bank of Contra Costa and Solano are intended to be supplemental emergency assistance, but 76% of respondents reported relying on picking up free food every month. To address both the depth and persistence of this need, we will continue to improve the accessibility of our distributions and reduce the need for those services through partnerships, outreach, and advocacy.

- We will continue to provide exemplary customer service and work to improve the nutritional quality of the food we provide. Our goal is to increase distributions on college campuses and better integrate our services with health clinics and other community-based organizations.
- We will advocate to protect and strengthen CalFresh/SNAP and will increase access through outreach and application assistance.
- In coalition with our partners, we will support programs and policies that address the high cost of living by increasing income or reducing cost burdens.

For Mary, Theresa, Jesse and the thousands of others who depend on our services, the Food Bank will keep providing healthy food and advocating against food insecurity to reduce the state of hunger in our community.

# METHODOLOGY

This local hunger study involved administering 415 face-to-face client interviews (using iPads) in Contra Costa and Solano counties. It provided valuable insights about the people who receive food from the Food Bank of Contra Costa and Solano including information on demographics, housing, income and working status, health and use of Food Bank programs and services. Approximately 10% of eligible households were sampled from 47 sites (food pantries, soup kitchens and various Food Bank distribution sites). Data was collected between September 6 and November 17, 2017. The response rate was 71.9%.



Caitlin Powell, Ph.D. and John Gruenstein, Ph.D., faculty members of Saint Mary's College of California, brought decades of experience working on quantitative research studies to the Hunger Study.

Dr. Gruenstein is teaching a course he developed in *Wealth, Poverty, and Social Justice* at Saint Mary's College. The course focuses on some of the food insecurity issues that the Food Bank explored in the study.



Leading the fight to end hunger, in partnership with our community and in service of our neighbors in need.

The Food Bank of Contra Costa and Solano has been serving the community for over 40 years. We feed 1 in 8 people living in Contra Costa and Solano counties every month directly at community sites and through a network of 180 charitable agencies. Last year we distributed 22 million pounds of food – about 60% of which was fresh produce. The Food Bank works to reduce food waste, feed hungry people, and raise public awareness of issues related to food and hunger.

## SUPPORTERS

Funding was generously provided by the Dean and Margaret Lesher Foundation, the Y&H Soda Foundation and the John Muir/Mt. Diablo Community Health Fund. We are grateful for their leadership and support. We also thank the many volunteers who helped us conduct interviews for this study.







**[foodbankccs.org/hungerstudy](https://foodbankccs.org/hungerstudy)**



# The Heartland of Northern California **FACING HUNGER**



A report by  
the Food Bank of  
Contra Costa and Solano  
with funding from  
Sierra Health Foundation



**SIERRA HEALTH FOUNDATION**  
*An Endowment for Northern California*



## SIERRA HEALTH FOUNDATION



**Chet Hewitt, President & CEO**

Sierra Health Foundation knows that serious health issues are one of the outcomes of poor nutrition. Diabetes and obesity, among other nutrition-related issues, are beginning to have a major impact on our health care system. In low-income communities, the lack of access to healthy food options means that it is impossible for community members to make wise choices about the food they eat. We also see that individuals in low-income communities are not able to easily get access to food stamps or other assistance programs that should be a resource for healthy food.

One consequence of this growing reality is that children in these communities go to school hungry and find it difficult to pay attention, and too often become disruptive or fall asleep. We at Sierra Health Foundation believe it is important for all of us to understand these issues so we can help develop solutions.



**SIERRA HEALTH FOUNDATION**  
*An Endowment for Northern California*

# METHODOLOGY

Assessing the emergency food services in a 15-county region and developing a plan for expanding resources is a daunting task. However, the current opportunities that exist for bringing additional food donations to Northern California make it timely and necessary. In the spring of 2007, with funding from Sierra Health Foundation, the Food Bank of Contra Costa and Solano, in partnership with local food banks in the northern Sacramento Valley, convened a series of listening sessions in Redding, Alturas and Chico.

The purpose of these listening sessions was threefold:

- To develop an understanding and appreciation of emergency food services being undertaken by individuals, organizations, and communities in each geographic area.
- To assess the type of resources that are needed to further support the development of emergency food access in each geographic area.
- To identify specific steps that can be taken to increase the amounts of fresh produce available for low-income people in each geographic area.

Each meeting was publicized in local newspapers and on local radio stations. All three meetings used the same agenda, which included a brief overview of food banking and hunger, an opportunity for local organizations to tell each other about their programs and efforts to combat hunger, and a session called "If I Had Three Wishes," where participants shared their ideas about what would strengthen access to emergency food resources. At the end of the meetings, each group spent time generating lists of activities that could happen easily and quickly to support the distribution of produce in the community during the summer.

After the meeting, contact lists and the ideas that came out of these meetings were shared with the participants. Plans were already in place to have more gatherings. Better communication about existing programs emerged as an ongoing priority as did the need for additional fundraising. Communities wanted to become more self-sufficient. Everyone wanted to take care of the children and the elderly.

## THE FOOD BANK OF CONTRA COSTA AND SOLANO



**Larry Sly, Executive Director**

The Food Bank of Contra Costa and Solano is the food bank that serves a major portion of the communities Sierra Health Foundation serves. Through the Food Bank's partnerships with local food banks in Northern California communities, we were able to develop a picture of the food assistance programs in the urban and rural areas of our larger region. Consequently, we believe the information contained in this study can help us plan a coordinated response to the needs of hungry people.

If we commit to doing so, the health and well-being of communities, individuals families and children will improve.



### Publication Credits

**Writer/Editor** Lindsay Johnson, Larry Sly  
**Photographs** Feeding America™ and Food Bank of Contra Costa and Solano  
**Supporting Editor** Yvonne Beals  
**Designer** Donaghu Graphic Designs  
**Printing** A to Z Printing

# REGIONAL MAP AND CHALLENGE STATEMENT

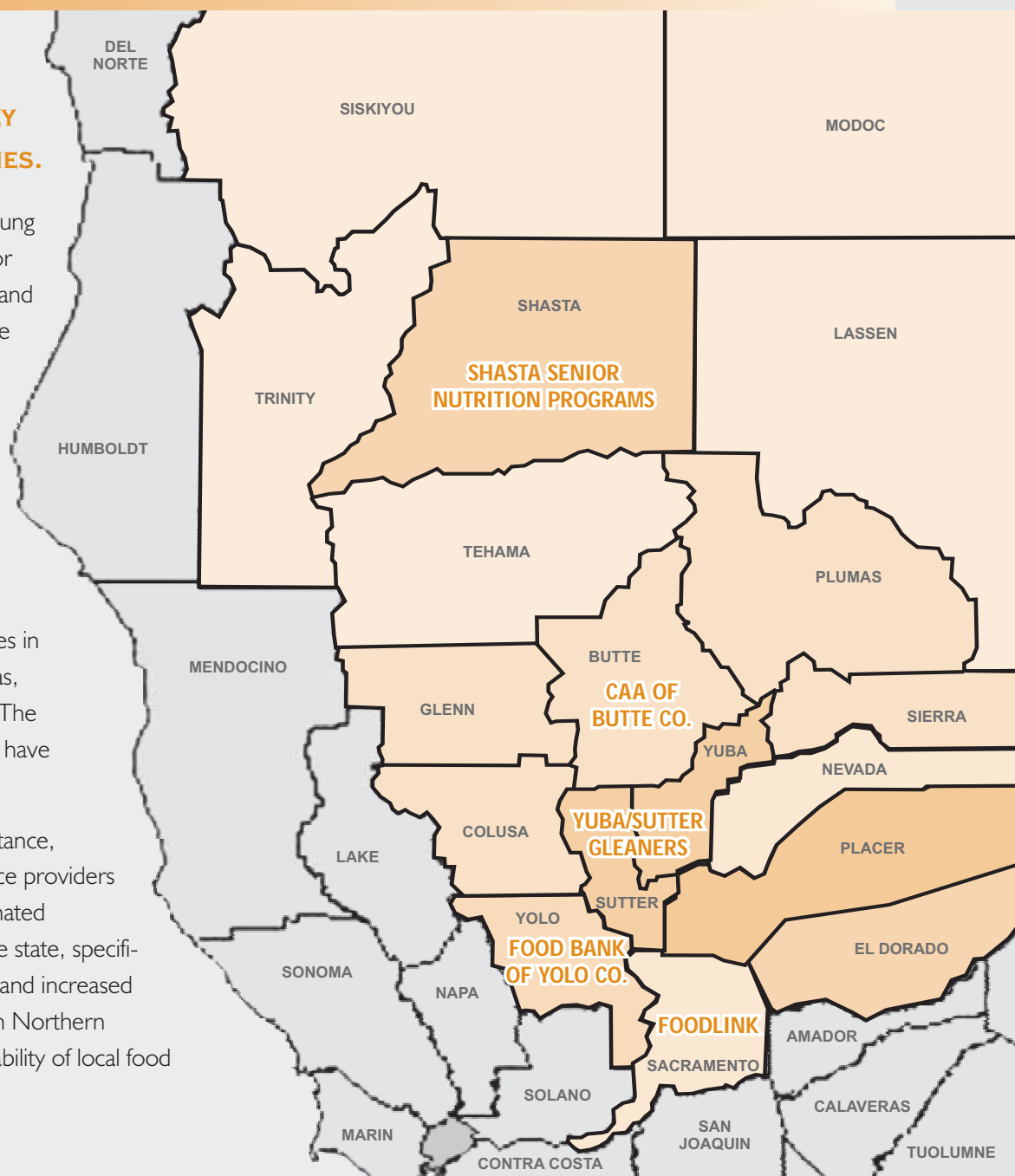
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## LOW-INCOME CALIFORNIANS IN THE NORTHERN SACRAMENTO VALLEY FACE MULTIPLE CHALLENGES AS THEY TRY TO PROVIDE FOOD FOR THEMSELVES AND THEIR FAMILIES.

Jobs are scarce. Distances are great. Gasoline is expensive. Families with young children and elderly citizens have difficult choices to make between paying for medicine, making a utility payment or buying food. Their ability to purchase and consume fresh fruits and vegetables—healthy food that decreases the chance of chronic disease—is limited by their inability to get to large supermarkets frequently. Food assistance from the government exists in the form of food stamps, government commodities and small amounts of emergency funding, but the level of services is inadequate to meet the need. Faith-based food pantries and nonprofit social service programs have stepped in to help the neediest in each community; however, their resources are stretched thin and the volunteer base of committed seniors is dwindling.

**“Facing Hunger”** describes the food assistance landscape in the 15 counties in the northern part of California: Butte, Colusa, Glenn, Lassen, Modoc, Plumas, Sacramento, Shasta, Sierra, Siskiyou, Sutter, Tehama, Trinity, Yolo and Yuba. The community leaders, county officials and concerned citizens in these counties have rallied to help their neighbors.

However, the same challenges that exist for the low-income population (distance, transportation costs, lack of food resources) make it a daily struggle for service providers to connect with each other and the families and seniors who need a coordinated response. This report proposes that successful efforts from other parts of the state, specifically the transportation and distribution of surplus fresh fruits and vegetables and increased food donations from Feeding America™, could be implemented effectively in Northern California. With community support in terms of dollars and volunteers, the ability of local food banks to respond to poverty and disasters would become stronger.



# THE FACES OF HUNGER

**VIGOROUS COMMUNITIES NEED PEOPLE WITH ENERGY AND IDEAS ABOUT THE FUTURE. ENTHUSIASM AND HOPE EXIST WHEN BASIC NEEDS FOR FOOD, SHELTER AND GOOD HEALTH ARE MET. UNFORTUNATELY, THE COSTS FOR THESE BASIC NEEDS ARE RISING; PEOPLE IN EVERY COUNTY MAY REQUIRE ASSISTANCE IN SECURING THESE REQUIREMENTS FROM TIME TO TIME.**



## THE VULNERABLE

The most vulnerable populations, children and seniors, are especially at risk. Children need to be fed nutritious food on a regular basis in order to concentrate in class. Without adequate nutrition, they are more prone to illness and miss more school. Similarly, seniors need regular meals to maintain their health.

## POVERTY

Poverty statistics for the counties in Northern California vary greatly. The percentage of the population with incomes less than 100% of the federal poverty level in 2006 ranged from a low of 9% in Sierra County to a high of 16% in Lassen, Modoc and Yuba counties.

Depending on where you live, from one in ten to one in six of your neighbors struggle to put food on the table, keep the house heated in winter, and pay for other basic necessities. Given the current economic situation, as well as the fact that studies show families with incomes of up to 200% of poverty may need help occasionally, it is likely that these estimates are low. This is because young parents are at the beginning of their working careers and frequently earn low wages. In addition, young children require continual care, which makes it hard for both parents to stay in the workforce. Occasionally, counties may have high populations of adults in poverty, usually due to high rates of unemployment or disability. In Northern California, Modoc, Sacramento and Siskiyou counties have child poverty rates that are less than that of the general population. In Shasta County, the rate of child poverty is equal to the percentage of the total population: 13%. The other eleven counties have child poverty rates that exceed the general population and range from a low of 16.7% (one in six children) in Colusa and Plumas counties to a high of 29.7% (nearly one in three children) in Trinity County.

*References: Percentages of the populations in poverty come from California Food Policy Advocates 2008 County Nutrition Profiles. They are extracted from U.S. Census Bureau Small Area Income and Poverty Estimates 2004, <http://www.census.gov/cgi-bin/saipa/saipa.cgi#SA31>*

COUNTY	TOTAL POPULATION	TOTAL POPULATION IN POVERTY
BUTTE	215,881	31,826
COLUSA	21,272	2,431
GLENN	26,453	3,940
LASSEN	34,715	4,002
MODOC	9,597	1,429
PLUMAS	21,263	2,092
SACRAMENTO	1,374,724	183,173
SHASTA	179,951	23,808
SIERRA	3,455	309
SISKIYOU	45,091	6,775
SUTTER	91,410	10,559
TEHAMA	61,686	8,759
TRINITY	14,313	1,908
YOLO	188,085	19,891
YUBA	70,396	10,263







Northern California is currently an underserved region with regard to free food resources for low-income people. The food assistance available is supplied through a patchwork of government and nonprofit programs. Coordination of efforts is challenging due to lack of funding for operating expenses and capacity building. Food pantries exist where faith-based efforts choose to operate them; they may not be close to areas with high low-income populations.

The concern that people have for the needy in their community motivates volunteers, primarily retired people, to spend time collecting, stocking and maintaining food supplies. However, the volunteer population is not being replaced by younger retirees. The haphazard placement of food pantries and the lack of infrastructure supporting communication and coordinated efforts between service providers make it harder to distribute available food resources widely.

## PROVIDER BARRIERS

### Barriers for all

- Long distances between providers and food resources
- High cost of transportation to bring available food to outlying communities
- Lack of functional vehicles with refrigeration to transport perishable food picked up locally
- Shelf-stable donated food resources are declining

### Barriers for food programs

- Volunteers are mostly elderly volunteers
- Providing food bags involves heavy lifting
- Food pantries rely on donations and do not have adequate supplies
- Volunteer-led organizations do not have enough capacity to share information and work collaboratively
- Government programs are confusing and people do not know if they qualify

## HUNGER...

**Involuntary state of being without adequate food resources.**

## FOOD INSECURITY...

**Limited access or uncertain availability of nutritionally adequate food.**



## CLIENT BARRIERS

- Limited and unreliable transportation makes it difficult to travel more than a few miles
- Friends, neighbors and family members may not be available to help
- Many towns do not have free food programs
- Clients may have health-related food needs (e.g. fresh produce) that are not part of the food provided to them



## FOOD PANTRY

Individuals and families in crisis receive a three-day emergency food supply from a nonprofit or charitable organization within the community on a weekly or monthly basis. The food includes nonperishable food items, fresh produce, and bread items.

## SOUP KITCHEN

Individuals and families receive free hot prepared meals at a local church, community center or shelter on a daily, weekly or monthly basis.

## FOOD BANK

Food banks are centralized warehouses that store and distribute donated and purchased perishable and nonperishable food items. Food banks make food available for other 501(c)(3) nonprofit organizations serving the ill, needy and infants. They also may distribute food directly to low-income people. Food banks work to reduce food waste, feed hungry people and raise public awareness of issues related to food and hunger.

## BROWN BAG PROGRAM

The Brown Bag program providers receive state funding of slightly more than \$20,000 per year per Brown Bag contract. The four Northern California counties with Brown Bag programs (Placer, Yuba, Shasta and Siskiyou) serve 2,155 senior households twice a month and provide approximately 74,000 pounds of food (nonperishables, fresh fruit and vegetables, and bread) per month.

## FARM TO FAMILY

Farm to Family is the statewide produce network of the California Association of Food Banks. Farm to Family acquires fresh produce directly from growers and packers and coordinates rapid delivery to food banks all across the state.

## THE CALIFORNIA ASSOCIATION OF FOOD BANKS

This statewide network is comprised of 40 member food banks and its focus is on supporting food banks, increasing the visibility of hunger and its solutions, sharing food resources and influencing public policy. The mission of CAFB is to provide a unified voice among food banks to maximize their ability to build a well-nourished California.





OVER THE NEXT DECADE THERE WILL BE AN INCREASING NUMBER OF CALIFORNIANS FACING FOOD INSECURITY AND HUNGER DUE TO STATE AND FEDERAL BUDGET CUTS THAT WILL ELIMINATE ACCESS TO FOOD NUTRITION PROGRAMS AND INCOME BENEFITS. GIVEN THE STEADY INCREASE IN HOUSING AND FOOD COSTS, THOUSANDS OF FAMILIES, CHILDREN AND SENIORS WILL BE VULNERABLE IN MAINTAINING SELF-SUFFICIENCY AND HAVING ADEQUATE ACCESS TO LIFE'S BASIC NEEDS: NUTRITIOUS FOOD, GOOD HEALTH, AND SHELTER.

## FOOD STAMPS

The Food Stamp Program is the nation's strongest defense against hunger. Benefits are available electronically—coupons are a thing of the past. United States citizens must meet certain income and asset requirements. Counties administer the Food Stamp Program. The average monthly benefit per qualifying family member is approximately \$100.

## TEFAP

The Emergency Food Assistance Program provides surplus commodities and staple items (rice, beans, canned meats, cereals, canned fruits and vegetables) to low-income populations once a month. California Emergency Foodlink transports the food to a provider designated by the county board of supervisors. The local provider distributes the food through a network of volunteer-run distribution sites.

## EFSP

Emergency Food and Shelter Program funding helps counties provide services to households experiencing emergencies and homeless populations. Typically, the funds are used to support soup kitchens and shelters and to purchase nutritious food items for struggling families.



Benefits from the Food Stamp Program are made available through the California Electronic Transfer (EBT) card.

COUNTY	FOOD STAMP ENROLLMENT	TEFAP NUMBER SERVED
BUTTE	18,572	3,662
COLUSA	1,300	1,522
GLENN	2,252	756
LASSEN	2,161	1,069
MODOC	720	513
PLUMAS	698	446
SACRAMENTO	118,559	35,995
SHASTA	13,705	2,743
SIERRA	157	393
SISKIYOU	3,792	2,146
SUTTER	6,327	3,409
TEHAMA	5,584	3,078
TRINITY	1,045	963
YOLO	9,449	6,189
YUBA	8,578	2,811





**CHILDREN WHO ARE FED ON A DAILY BASIS DO BETTER IN SCHOOL THAN THOSE CHILDREN WHO SUFFER FROM HUNGER. HUNGRY CHILDREN ARE UNABLE TO CONCENTRATE IN CLASS, ARE MORE PRONE TO ILLNESSES AND TEND TO MISS MORE SCHOOL.**

As a result of the lack of access to food and healthy food choices, many of these children will grow into adulthood facing the same challenges of poor health and being less-productive workers and unable to break the cycle of poverty.

## WIC

Formally known as the Special Supplemental Nutrition Program for Women, Infants and Children, WIC provides vouchers for specific nutritious foods to women and children up to age 5. Administered by county Public Health Departments, WIC also provides nutrition education and health care referrals. The WIC food package has just been revised to help families reach goals of eating more fruits, vegetables and whole grains.

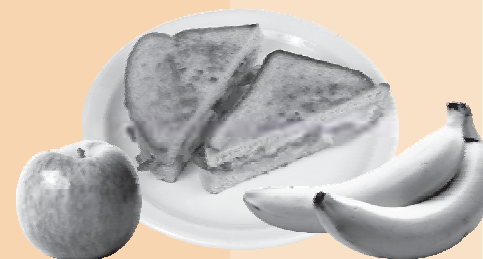
## NATIONAL SCHOOL LUNCH PROGRAM

One of several child nutrition programs available to local school districts, the NSLP helps schools provide low-income students with nutritious meals so they can stay awake and be ready to learn. This program is administered by the state Department of Education.

To increase meal access for children, the federal government continues its efforts of making summer lunches available to all children. The simplified Summer Lunch Program, an effort being spearheaded at the federal level, would allow for full reimbursement to organizations providing meals and would streamline the paperwork process. This would create more of an incentive for potential nonprofit partnerships to provide Summer Lunch Programs for school districts throughout California.



COUNTY	CHILDREN IN POVERTY	SCHOOL LUNCH PROGRAMS	WIC
BUTTE	10,018	11,248	3,252
COLUSA	1,015	2,256	2,449
GLENN	1,677	2,609	4,708
LASSEN	1,143	1,266	272
MODOC	479	797	272
PLUMAS	612	753	721
SACRAMENTO	70,080	89,137	44,272
SHASTA	8,425	9,499	5,696
SIERRA	92	95	52
SISKIYOU	2,258	2,154	1,560
SUTTER	4,258	6,951	3,874
TEHAMA	3,343	4,508	2,449
TRINITY	578	842	725
YOLO	5,907	9,097	8,478
YUBA	4,469	6,530	3,177



**DURING THE PAST FIVE YEARS, FOOD BANKS IN CALIFORNIA HAVE BEEN WORKING ON A NUMBER OF EFFORTS TO IMPROVE ACCESS TO NUTRITIOUS FOODS. THERE ARE BEST PRACTICES THAT CAN BE SHARED WITH COUNTY FOOD BANKS IN NORTHERN CALIFORNIA.**

Successful efforts have included training community-based organizations to promote awareness of the Food Stamp Program, acquiring and distributing year-round supplies of seasonal produce, and produce programs that target children in after-school programs. The Food Bank of Contra Costa and Solano, as the leader of the Northern California cluster of food banks, is working with county food banks to help them expand the amount of food available and gain the expertise to introduce new approaches to solving the problem of hunger.

**FOOD STAMP OUTREACH**

Only about 50% of eligible Californians participate in the federal Food Stamp Program. People may not be aware of the program or may believe that they do not qualify for food stamps. Historically, the Food Stamp Program has been restrictive in terms of whether you can own a vehicle worth more than \$4,650, for example. The laws have changed, and owning a vehicle of any value does not keep you from being eligible for food stamps. Community and faith-based organizations can share information about changes in government programs with the people who visit food pantries. They can develop relationships with the county food stamp offices that allow volunteers to promote the Food Stamp Program and even assist clients with completing applications.

**FRESH PRODUCE PROGRAMS**

Fresh produce is abundant in California. Food bankers have established relationships with growers and packers that enable the purchase of 60 million pounds of fresh, seasonal fruits and vegetables that were previously fed to cattle and pigs for pennies a pound. Through CAFB's Farm to Families program, food banks can rely on regular delivery of oranges, potatoes, carrots and onions during many months of the year. Apples, pears, stone fruit, corn, watermelon and winter squash come during the months they are harvested. This produce can supplement a pantry's canned and dry food supplies. The fresh fruits and vegetables are an important component of a nutritious diet, especially for children and people with chronic diseases like hypertension and diabetes.

**CREATIVE PARTNERSHIPS**

The availability of fresh produce has resulted in new programs that bring free fruits and vegetables to nontraditional distribution points. Mobile produce pantries, community produce distributions modeled after farmers markets and partnering with school and recreation programs to put healthy choices in the hands of children and combat childhood obesity are some of the models that have been used. The Farm 2 Kids program in Contra Costa and Solano counties works with 36 after-school programs to provide 3-5 pounds of fresh fruits and vegetables to children each week. The after-school programs can use the produce for cooking classes or snacks, and the children take the surplus produce home with them.







## GOVERNMENT

- Create local development plans that will increase the number of outlets offering healthy, affordable food to low-income populations.
- Become more informed about hunger and food security issues, existing services and relevant policies in your district or city.
- Support policies that provide low-income families and individuals with living wage increases, access to affordable housing, transportation and health care coverage.
- Support nutrition programs that increase access to healthy food choices for all Californians.

## FUNDERS/DONORS

- Provide free, nutritious food and fresh produce to low-income families and individuals in need of resources living in your local community.
- Spread the word about the services you provide to those living in the community and the populations you serve.
- Coordinate your services with other local agencies in your community performing similar work.
- Organize your volunteers and board members to write letters urging elected officials and policy-makers to support effective legislation that eradicates hunger.

## COMMUNITY AND NONPROFIT ORGANIZATIONS

- Donate food, money and volunteer time to support the local food bank and/or local food programs.
- Ask elected representatives at the federal, state and local levels about their positions on issues affecting food security and encourage them to vote for those policies that strive to end hunger.
- Organize your board members and employees to write letters urging elected officials and policy-makers to support effective legislation that eradicates hunger.

## INDIVIDUALS

- Donate more food, money and volunteer time to support the local food bank and/or local food programs.
- Ask elected representatives at the federal, state and local levels about their positions on issues affecting food security and encourage them to vote for those policies that strive to end hunger.
- Organize your friends, family members and neighbors to write letters urging elected officials and media outlets to support making issues of hunger a priority through effective legislation.
- Join a task force or advisory group working on hunger and food security.

**SIERRA HEALTH FOUNDATION AND THE FOOD BANK OF CONTRA COSTA  
AND SOLANO HOPE THAT THE EVIDENCE DETAILED IN THIS REPORT WILL  
BE USED TO INFORM POLICY-MAKERS AND INCREASE PUBLIC  
AWARENESS ABOUT THE HUNGER THAT EXISTS WITHIN OUR REGION.**

**FEEDING AMERICA™, FORMERLY NAMED AMERICA'S SECOND HARVEST, IS A NATIONWIDE NETWORK OF MEMBER FOOD BANKS. THEIR MISSION IS TO FEED AMERICA'S HUNGRY AND ENGAGE OUR COUNTRY IN THE FIGHT TO END HUNGER.**

<b>Butte County</b>	Comm. Action Agency of Butte Co.	2255 Del Oro Avenue	Oroville, CA 95965	530-538-7559
<b>Glenn/Colusa</b>	Colusa-Glenn-Trinity Community Action c/o Glenn County Human Resources Agency	PO Box 611	Willows, CA 95988	530-934-6510
<b>Lassen</b>	Lassen Co. Council on Aging	1545 Paul Bunyan Road	Susanville, CA 96130	530-257-4884
<b>Modoc</b>	Modoc Emergency Food Bank c/o TEACH, INC.	112 East 2nd Street	Alturas, CA 96101	530-233-4575
<b>Plumas/Sierra</b>	Plumas Rural Services Community Food Network	586 Jackson St.	Quincy, CA 95971	530-283-3611
<b>Sacramento</b>	California Emergency Foodlink	5800 Foodlink Avenue	Sacramento, CA 95829	916-387-9000
<b>Shasta</b>	Shasta Senior Nutrition Programs	2225 College View Drive	Redding, CA 96003	530-226-3060
<b>Siskiyou</b>	Great Northern Corporation	780 S. Davis Street	Weed, CA 96094	530-930-1502
<b>Sutter/Yuba</b>	Yuba/Sutter Gleaners Food Bank	460 A Street	Yuba City, CA 95991	530-673-3834
<b>Tehama</b>	Tehama County Gleaners	20699 Walnut Street	Red Bluff, CA 96080	530-529-2264
<b>Trinity</b>	Trinity County Food Bank	9069 3rd Street	Weaverville, CA 96093	530-623-3558
<b>Yolo</b>	Food Bank of Yolo County	1244 Fortna Avenue	Woodland, CA 95696	530-668-0690

**Web sites: [www.feedingamerica.org](http://www.feedingamerica.org), [www.cfpa.net](http://www.cfpa.net), [www.cafoodbanks.org](http://www.cafoodbanks.org), [www.frac.org](http://www.frac.org)**



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## **Help for the hungry**

### **Bay Area food bank steps in to fill void in North State grocery recovery**

By [Meredith J. Cooper](#)





Stephen Terry, executive director of the Oroville Rescue Mission, picked up 10 pallets of food from the J.M. Smucker Co. in Chico

**Butte County. Lisa Roehling, an agency relations specialist with the Food Bank of Contra Costa and Solano, coord**  
**PHOTO BY KEN SMITH**

**A year ago, Lisa Roehling was working for** the North State Food Bank, ensuring that local families struggling to put healthy food on the table didn't go hungry. She'd been employed by the Community Action Agency of Butte County—which runs the food bank, as well as the Esplanade House, among other programs—for 18 years. In October, she was out of a job.

The North State Food Bank (NSFB) had decided to stop participation in a national program called Feeding America, which partners with major retailers like Walmart and Costco for grocery recovery, which diverts edible food from the landfill. It sets stringent guidelines for food safety, which retailers like, but it doesn't come with a lot of funding, according to Tim Hawkins, chief programs officer at Community Action Agency of Butte County.

“We were running at an \$80,000 deficit,” he said. While the NSFB does receive some government funding, as well as grants and private donations, it simply was not enough to justify continuation in the Feeding America program, he said.

North State families are not suddenly going hungry, he emphasized. The Food Bank of Contra Costa and Solano swiftly stepped in to fill the void. And Roehling, who'd lost her job because NSFB no longer needed her to coordinate with Feeding America retailers, didn't have to look long for employment—she made an easy transition to the latter agency and continued her work. And more North State families are benefiting as a result, she says.

“I was surprised when I saw the numbers—they're higher than the North State Food Bank was able to distribute to agencies before,” she said from her Paradise home, where she works remotely. In 2017, the NSFB disbursed 1.7 million pounds of food, according to Hawkins. Since moving into the North State region in November, the Food Bank of Contra Costa and Solano has helped to distribute 1.1 million pounds of food to local families. With additional retailers coming onboard—Raley's is joining the grocery recovery program—they are poised to surpass NSFB's numbers by November.

Roehling sees the shift in oversight as a positive change. The increase in service can be attributed to several factors. More retailers have signed onto the grocery recovery program, and the management philosophy has made delivery more efficient. Instead of warehousing food collected from throughout the region—the NSFB coverage area includes Butte, Glenn, Colusa, Plumas and Sierra counties—Roehling now connects local agencies directly with retailers.

“We're decentralizing the system,” said Larry Sly, executive director of the Contra Costa food bank. “With the grocery recovery program, it's much more practical to have it done with an agency-store relationship. We're helping local stores get the service they need and making sure the local community gets the help it needs. It's been a win-win in that respect.”

**The NSFB still operates in the region**, albeit to a lesser extent than it did a year ago. There are a number of programs that do pay for themselves, Hawkins explained. According to the agency's website, it helps deliver food to an estimated 45,000 people a year at 53 different sites. It holds “tailgates,” where staff and volunteers unload pallets of a variety of different foods and

individuals and agency representatives can come and essentially shop for what they need. The food bank also has a large warehouse in Oroville, its home base, where it stores food collected from local grocers (those that don't partner with Feeding America) and farmers, many of them working with the U.S. Department of Agriculture to reduce food waste.

Among the programs that Hawkins highlighted as a model it hopes to emulate elsewhere is Farm 2 Kids. It incorporates education by way of recipes and cooking demos with distribution of fresh produce, with NSFB coordinating with agencies like the Boys & Girls Clubs of the North Valley and Chico State's Center for Healthy Communities.

"We've really moved to trying to use our resources to get healthy food to families, with an education focus behind it," Hawkins said. "Feeding America is a great program; however, it requires quite a bit of matching dollars and we kept running in the red. We're determined to focus in on the resources we have to get healthy food to the community."

Roehling and Sly see the NSFB's dropping out of Feeding America as a failure of sorts, though they were ready and willing to step in to fill the void. Many local agencies work with both food banks, which is good, Roehling said, but also there's quite a bit of confusion in the region as to who is doing what.

"They are providing an important resource," Sly said of NSFB. "What we are doing to add to what they're about is providing food through national donors and also connecting agencies in Butte County [and the surrounding area] with local grocery stores that are providing grocery recovery. It allowed local resources from stores like Walmart and Target to go directly to local agencies."