Supporting Student Parents in Community College CalWORKs Programs

Technical Appendices

CONTENTS

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Appendix A. CalWORKs and EOPS Programs at California Community Colleges

CalWORKs (California Work Opportunity and Responsibility to Kids) is the California version of the federal Temporary Assistance for Needy Family (TANF) program that provides cash assistance to low-income families. In order to be eligible, families must meet various income and asset tests and have dependent children. Most adults are required to participate in welfare-to-work (WTW) activities as a condition of receiving assistance.

CalWORKs work requirements and time limits

Generally, program participants are required to participate in WTW activities for an average of 30 hours per week each month (20 hours per week each month if the participant has a child under 6 years old). WTW activities include unsubsidized and subsidized employment, along with enrollment in higher education and vocational training. Additional WTW activities can also include job search/job readiness assistance, mental health counseling, substance abuse treatment, and other services intended to remove barriers to employment.

Some adults can be exempted from work requirements. There are several categories of exemptions for adults; the most common are being disabled, caring for an ill or incapacitated family member, and/or having a child under age 2. About one-third of the adults on CalWORKs were exempted in the most recent fiscal year.

The program is also time-limited meaning that adults can only receive assistance for a certain amount of time before they face sanctions or loss of a portion of their cash aid. California continues to provide cash assistance to children even if their parents are removed from the program due to failure to meet work requirements or reaching their time limit. There are three categories of time limits that dictate how long adults can receive services through CalWORKs:

- A TANF 60-month cumulative lifetime time limit for adult recipients of cash aid,
- A CalWORKs 48-month time limit for cash aid for adult CalWORKs recipients, and
- A WTW 24 month time limit during which an adult in CalWORKs can participate in any approved activity including education and/or vocational training. After that, they must be employed in order to meet required work hours.

Trends in CalWORKs student enrollments at Community Colleges

In the early 2000s, a higher share of the CalWORKs adult caseload was enrolled in community college programs relative to more recent years. Not surprisingly, trends in the CalWORKs caseload track economic conditions of the state. During the Great Recession (roughly 2008 through 2010), there was a large uptick in adults participating in CalWORKs and enrolled in CalWORKs programs in the community colleges.

CalWORKs caseloads and community college enrollment among CalWORKs adults
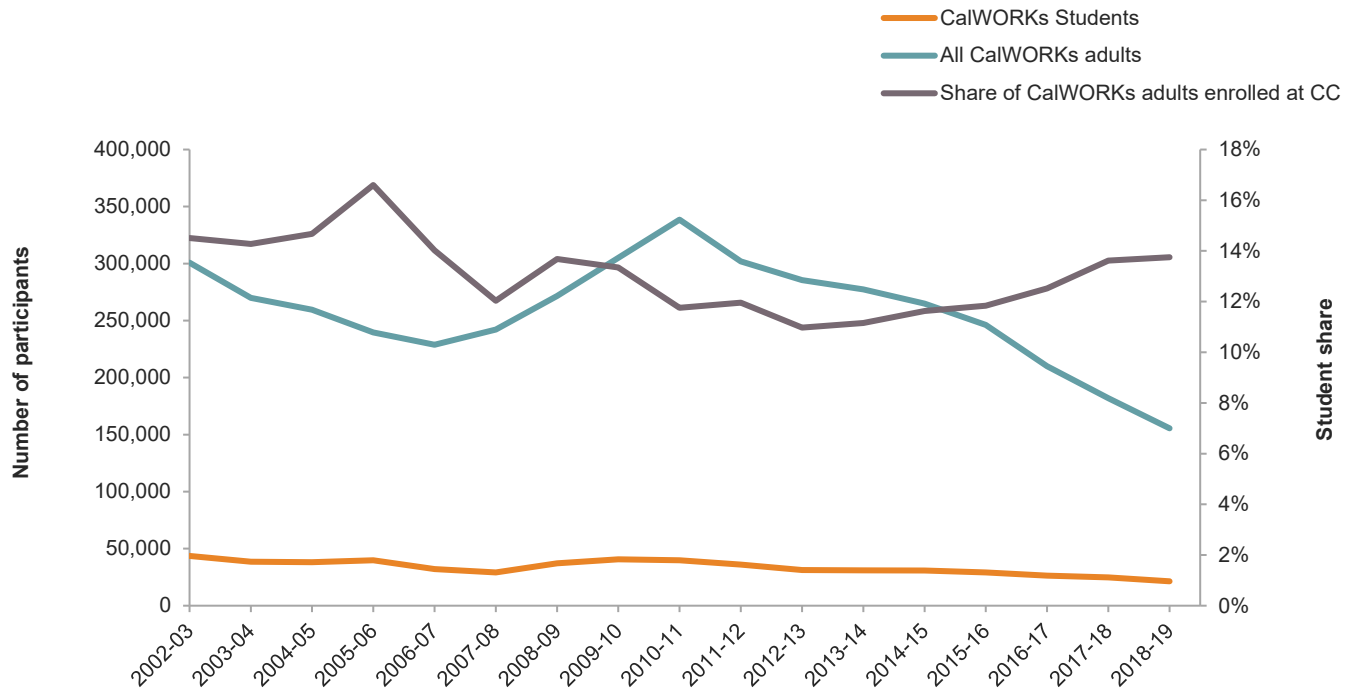
SOURCE: Community College Chancellor's Office Datamart; Department of Social Services CalWORKs caseload trends.

All California's community colleges receive dedicated funding to run programs to support CalWORKs student who enroll. When the CalWORKs program was created, the state infused $65 million into the community college system to establish dedicated programs on every campus in order to build partnerships with local county welfare departments to assist CalWORKs students in achieving self-sufficiency through education, the provision of work-study, and other supportive services. Since then, annual funds from both Proposition 98—state apportionment for K–14 education—and the federal Temporary Assistance for Needy Families block grant program (TANF) are the primary funding streams that finance CalWORKs programs at the community colleges. In total, community colleges throughout the state receive about $100 million in funding to administer their CalWORKs programs.

The community colleges also offer a program to support a broader group of low-income, academically disadvantaged students to complete their educational goals. The Extended Opportunity Programs and Services (EOPS) program offers educational support to address the specific needs of at-risk students (SB 164, Alquist, Chapter 1579, Statutes of 1969). EOPS students who are single parents that are also receiving CalWORKs assistance are also eligible for the Cooperative Agencies Resources for Education (CARE) program, which provides "additional support services so students can transition from welfare dependency by securing the education, training, and marketable skills needed for self-sufficiency and upward social mobility" (California Community Colleges).

The Chancellor's Office provides broad program guidelines, but individual colleges have fairly broad latitude to develop their programs and tailor the available services to the needs of their student population. We sought to collect more detailed information on the types of student services available across colleges in order to examine their effectiveness at improving student outcomes. To guide this examination, we first conducted a literature review of available studies focused on student supports offered in higher education settings, with a particular focus on those that targeted community college students.

Appendix B: Survey of Program Directors

An important component of our qualitative approach was a comprehensive survey of program coordinators—of both CalWORKs and EOPS programs – across all 114 colleges in the California community college system. The purpose of the survey was to gauge campus-level detail regarding the capacity of services offered through CalWORKs, which in combination with quantitative information in the California Community College Management Information System (COMIS) data system, gives our research a more holistic understanding of how different facets of student supports programs are associated with student-level outcomes. We targeted program coordinators of CalWORKs programs across the system to complete our survey for the depth and breadth of their knowledge of CalWORKs programs at their specific campuses and over time. More specifically, we targeted 297 program coordinators total, spanning CalWORKs, EOPS, and CARE programs, across all 114 California community colleges, utilizing contact information provided by the California Community College Chancellor's Office (CCCCO) of active EOPS/CARE and CalWORKs coordinators in 2018-2019 academic school year. The survey asks detailed questions focusing on how CalWORKs programs recruit students, the types of services offered through CalWORKs, the extent of restraints to access and availability of certain services offered in CalWORKs programs, as well as how programs maintain contact with students participating in CalWORKs programs.

While empirical and descriptive studies focusing on the effects of student support services like those offered through CalWORKs are limited, available studies informed our survey of program directors. A collection of studies put out by Scrivener et. al (2007, 2009) investigated the effects of a program called "Opening Doors," a two-semester program that gave participants access to enhanced student services (namely in counseling and advising), one-on-one tutoring, a $150 scholarship awarded each semester, and more. Using a randomized controlled trial research design, the studies found higher persistence in registration for the next semester for those that enrolled in the Opening Doors program and positive impacts on courses and credits attempted while enrolled in the program. In addition, program participants were more likely to receive financial assistance in general and Pell grant in particular than students not participating in the program. Other literature in the field also points to how targeted counseling within community colleges are drivers of positive student outcomes (Bettinger, Baker 2011, 2014).

We fielded the survey using Qualtrics, an online survey tool, over the course of nine months (March 2019 to December 2019) in four distinct stages. Below is a breakdown of our survey timeline with outreach statistics.

TABLE B1

Timeline of survey rollout

Stage	Date	Contacted	Completed	Cumulative Total
Pilot Test – Chancellor Suggested Contacts	March 2019	3	2	2
Soft Launch – Regional Directors for EOPS/CalWORKs	April 2019	19	6	8
Soft Launch – Follow-Up	April 2019	13	1	9
Full Launch	June 2019	297	22	31
Full Launch – First Follow-Up	July 2019	265	25	56
Full Launch – Second Follow-Up	August 2019	236	13	69
Full Launch – Third Follow-Up	September 2019	220	15	84
Full Launch – First Targeted Follow-Up	October 2019	18	3	87
Full Launch – Second Targeted Follow-Up	December 2019	35	5	92

Descriptive statistics of survey respondents

Over the course of the eight months of fielding the survey, we were able to get complete responses from a total of 88 individuals across 72 colleges, 63 percent of colleges in the California community college system. Breaking it down further by program, we have 56 (49% of California community colleges) reporting for EOPS/CARE programs and 52 (46%) for CalWORKs programs, respectively. When we look at student representation in both programs, we find that we have about 45% of EOPS/CARE students represented of the 2018–2019 academic school year and 46 percent of CalWORKs students, respectively. Regionally, we strived to have equal representation across the state of California.

TABLE B2

Regional representation of the survey sample

Region	EOPS/CARE		CalWORKs	
	Responses (# Colleges)	% Students Captured in Our Sample (based on 2018-2019 Academic Year)	Responses (# Colleges)	% Students Captured in Our Sample (based on 2018-2019 Academic Year)
Bay Area	14	49%	14	62%
Central Coast	4	68%	3	51%
Far North	6	64%	6	68%
Inland Empire	5	30%	7	60%
Sacramento Metro	4	42%	2	55%
San Diego	4	33%	5	48%
San Joaquin Valley	5	42%	4	38%
South Coast	14	47%	11	38%

For most regions across California, we have a representative or close to a representative sample of colleges across regions for both programs of interest, with some notable underrepresented outliers (San Diego and Inland Empire for EOPS/CARE, and San Joaquin and South Coast for CalWORKs).

TABLE B3

The percent of community colleges where access to, denial of, and utilization of a given service varies

Type of Service	Num. of Colleges Offering	% CalWORKS Students with Access	Service	% Colleges Offering Service	% Colleges Where Service May Be Denied	% Colleges Where Students Take Up Service
Financial assistance	38	21%	Unmet needs grants	19%	22%	70%
			Laptop loan program	56%	63%	31%
Social supports	49	98%	Nutrition assistance	77%	19%	72%
			Housing assistance	29%	50%	20%
			Transportation assistance	77%	14%	93%
Core Supports	52	100%	Academic counseling	100%	3%	92%
			Case-management	98%	3%	96%
			Work study	98%	78%	30%

			Referrals to community-based orgs	96%	8%	71%
Academic supports	38	75%	College success courses	56%	17%	83%
			Tutoring	63%	8%	39%
Child care resources	33	65%	Child care center	52%	62%	16%
			Child care subsidies	37%	29%	47%

NOTE: Percentages reflect survey respondents that responded to questions pertaining to a given statistic. Percent of CalWORKs students calculated based on number of CalWORKs students enrolled at the community colleges in the 2018–2019 academic year.

TABLE B4

The number of colleges offering a given type of service, by region

Type of Service	Region	Num. of Colleges Offering Services	% Colleges Offering
Academic Supports	Bay Area	10	71%
	Central Coast	3	100%
	Far North	4	67%
	Inland Empire	5	71%
	Sacramento Metro	1	50%
	San Diego	3	60%
	San Joaquin Valley	2	50%
	South Coast	10	91%
Child care resources	Bay Area	11	79%
	Central Coast	2	67%
	Far North	4	67%
	Inland Empire	3	43%
	Sacramento Metro	0	0%
	San Diego	3	60%
	San Joaquin Valley	2	50%
	South Coast	8	73%
Financial assistance	Bay Area	5	36%
	Central Coast	3	100%
	Far North	1	17%
	Inland Empire	1	14%
	Sacramento Metro	0	0%
	San Diego	1	20%
	San Joaquin Valley	0	0%
	South Coast	3	27%
General program supports	Bay Area	14	100%
	Central Coast	3	100%

	Far North	6	100%
	Inland Empire	7	100%
	Sacramento Metro	2	100%
	San Diego	5	100%
	San Joaquin Valley	4	100%
	South Coast	11	100%
Social supports	Bay Area	12	86%
	Central Coast	3	100%
	Far North	6	100%
	Inland Empire	7	100%
	Sacramento Metro	2	100%
	San Diego	5	100%
	San Joaquin Valley	3	75%
	South Coast	11	100%

NOTE: Breakdown of these statistics at the service level available upon request. Missing cells indicate that no survey respondents responded to the question for the particular region and service type.

TABLE B5

The percent of CalWORKs students in 2018–2019 academic year, by college size and type of service offered

Type of Service	College Size	Num. Colleges Offering Service	% Colleges Offering
Academic Supports	Small (0–450)	27	69%
	Medium (401–900)	5	83%
	Large (901+)	6	86%
Child care resources	Small (0–450)	23	59%
	Medium (401–900)	4	67%
	Large (901+)	6	86%
Financial assistance	Small (0–450)	12	31%
	Medium (401–900)	1	17%
	Large (901+)	1	14%
General program supports	Small (0–450)	39	100%
	Medium (401–900)	6	100%
	Large (901+)	7	100%
Social supports	Small (0–450)	36	92%
	Medium (401–900)	6	100%
	Large (901+)	7	100%

NOTE: Breakdown of these statistics at the service level available upon request. Missing cells indicate that no survey respondents responded to the question for the particular region and service type.

Appendix C: Survey Instrument

This survey aims to understand more about the student support services offered to low-income students at your college.

Q2. Please provide your contact information so we can contact you with any further questions.

First Name

Last Name

E-mail address

Phone number

Job title

Q3. Where do you work?

▼

CalWORKs - Recruitment

CAL1. **How do you identify students to recruit for CalWORKs? Please select all that apply.**

☐ Automatic district-generated emails sent based on the financial aid information in a student's college application

☐ Advertising in high schools

☐ Communicating with high school counselors

☐ Information provided by students through EOPS application

☐ Information provided by county

☐ Other information provided by students

☐ Other

☐ N/A, all information sent to all students

CAL2. How do students hear about or know to apply for CalWORKs? Please select all that apply.

- [ ] Automatic email to all students
- [ ] Automatic district-generated email (sent only to students whose financial aid information suggested they would be eligible)
- [ ] Other use of financial aid information
- [ ] High school counselor
- [ ] Other advertising in high schools
- [ ] Flyers/brochures posted in community based organizations off-campus
- [ ] Flyers/brochures posted in on-campus organizations
- [ ] Referrals from professors
- [ ] Referrals from EOPS/CARE advisors or staff
- [ ] Referrals from other school administrators
- [ ] Referrals from other campus service providers
- [ ] Referrals from county welfare department
- [ ] Word-of-mouth
- [ ] Other _____

CAL3. Of the ways you indicated students learn about CalWORKs, which ways attract/recruit the majority of students to the program?

- [ ] Not sure
- [ ] Automatic email to all students
- [ ] Automatic district-generated email (sent only to students whose financial aid information suggested they would be eligible)
- [ ] Other use of financial aid information
- [ ] High school counselor
- [ ] Other advertising in high schools
- [ ] Flyers/brochures posted in community based organizations off-campus
- [ ] Flyers/brochures posted in on-campus organizations
- [ ] Referrals from professors
- [ ] Referrals from EOPS/CARE advisors or staff
- [ ] Referrals from other school administrators
- [ ] Referrals from other campus service providers
- [ ] Referrals from county welfare department

☐ Word-of-mouth

☐ Other _____

CAL4 Please rank the following goals in order of their importance for CalWORKs (1=most important, 7=least important)

_____ Students' academic exploration / intellectual curiosity (1)
_____ CTE credential completion (2)
_____ Associate's degree completion (3)
_____ Transfer readiness (4)
_____ Career readiness (5)
_____ Students' well-being (6)
_____ Students' persistence to the next term (7)

CalWORKs - Services

CAL5. Select all of the following services CalWORKs students receive:

☐ Case-management/coordination of on-campus services
☐ Referrals to county-provided services
☐ Referrals to community based organizations
☐ Academic counseling
☐ Personal counseling (separate from academic counseling)
☐ Tutoring
☐ Textbook assistance
☐ School supplies
☐ Transportation
☐ Food pantry or meal tickets
☐ Work study job
☐ For-credit college courses (e.g., College Success course)
☐ Computer lab (not available for use by the general student body)
☐ Laptop loan program
☐ Summer bridge program
☐ Child care center
☐ Child care subsidies
☐ Vocational board exam and certification fees
☐ Transfer application fees to CSUs and UCs
☐ Housing assistance
☐ Mental health services

☐ Unmet needs grants
☐ Emergency aid (financial)
☐ Clothing
☐ Tools

CAL6. **Would students still receive these services if they were not in CalWORKs?**

	Yes	Yes, but less (CalWORKs can provide supplemental service)	No
Case-management/coordination of on-campus services	○	○	○
Referrals to county-provided services	○	○	○
Referrals to community based organizations	○	○	○
Academic counseling	○	○	○
Personal counseling (separate from academic counseling)	○	○	○
Tutoring	○	○	○
Textbook assistance	○	○	○
School supplies	○	○	○
Transportation	○	○	○
Food pantry or meal ticket	○	○	○
Work study job	○	○	○

	Yes	Yes, but less (CalWORKs can provide supplemental service)	No
For-credit college courses (e.g., College Success course)	○	○	○
Computer lab (not available for use by the general student body)	○	○	○
Laptop loan program	○	○	○
Summer bridge program	○	○	○
Child care center	○	○	○
Child care subsidies	○	○	○
Vocational board exam and certification fees	○	○	○
Transfer application fees to CSUs and UCs	○	○	○
Housing assistance	○	○	○
Mental health services	○	○	○
Unmet needs grants	○	○	○
Emergency aid (financial)	○	○	○
Clothing	○	○	○
Tools	○	○	○
Other(s)	○	○	○

CAL7. Based on your experience, how many CalWORKs students use/receive each service on your campus:

	All or almost All	A lot	Around half	A little	None
Case-management/coordination of on-campus services	○	○	○	○	○
Referrals to county-provided services	○	○	○	○	○
Referrals to community based organizations	○	○	○	○	○

	All or almost all	A lot	Around half	A little	None
Academic counseling	○	○	○	○	○
Personal counseling (separate from academic counseling)	○	○	○	○	○
Tutoring	○	○	○	○	○
Textbook assistance	○	○	○	○	○
School supplies	○	○	○	○	○
Transportation	○	○	○	○	○
Food pantry or meal tickets	○	○	○	○	○
Work study job	○	○	○	○	○
For-credit college courses (e.g., College Success course)	○	○	○	○	○
Computer lab (not available for use by the general student body)	○	○	○	○	○
Laptop loan program	○	○	○	○	○
Summer bridge program	○	○	○	○	○
Child care center	○	○	○	○	○
Child care subsidies	○	○	○	○	○
Vocational board exam and certification fees	○	○	○	○	○
Transfer application fees to CSUs and UCs	○	○	○	○	○
Housing assistance	○	○	○	○	○
Mental health services	○	○	○	○	○
Unmet needs grants	○	○	○	○	○
Emergency aid (financial)	○	○	○	○	○
Clothing	○	○	○	○	○
Tools	○	○	○	○	○
Other(s)	○	○	○	○	○

CAL8. Based on your experience, please rate the importance of each CalWORKs service to the success of the students using the service:

	Extremely important	Very important	Moderately important	Slightly important	Not at all important
Case-management/coordination of on-campus services	○	○	○	○	○
Referrals to county-provided services	○	○	○	○	○
Referrals to community based organizations	○	○	○	○	○
Academic counseling	○	○	○	○	○
Personal counseling (separate from academic counseling)	○	○	○	○	○
Tutoring	○	○	○	○	○
Textbook assistance	○	○	○	○	○
School supplies	○	○	○	○	○
Transportation	○	○	○	○	○
Food pantry or meal tickets	○	○	○	○	○
Work study job	○	○	○	○	○
For-credit college courses (e.g., College Success course)	○	○	○	○	○
Computer lab (not available for use by the general student body)	○	○	○	○	○
Laptop loan program	○	○	○	○	○
Summer bridge program	○	○	○	○	○
Child care center	○	○	○	○	○
Child care subsidies	○	○	○	○	○
Vocational board exam and certification fees	○	○	○	○	○
Transfer application fees to CSUs and UCs	○	○	○	○	○
Housing assistance	○	○	○	○	○
Mental health services	○	○	○	○	○

CAL9 On average, how often do program coordinators have contact with CalWORKs participants in a term?

○ At least once (1)

○ Two to five times (2)

○ More than five times (3)

○ Varies across students (4)

CAL10. **How do program coordinators typically interact with CalWORKS participants?** *Select all that apply.*

☐ Phone (1)

☐ Text message (2)

☐ Email (3)

☐ In-person appointment (4)

☐ Other: (5) _____

CalWORKs - Capacities

CAL11. **What is your best estimate of how often do students who apply for CalWORKs get denied enrollment into the program?**

○ All or almost all of the time (80%–100%)
○ A great deal of the time (60%–80%)
○ About half the time (40%–60%)
○ Sometimes (20%–40%)
○ Rarely (1%–20%)
○ Never (0%)
☐ Applied too late in the semester
☐ Forms filed incorrectly

☐ Not a US citizen, legal alien, or permanent resident

☐ Above the low-income threshold (have too much income)

☐ Other program eligibility requirement(s)

☐ Other

CAL12. After being accepted into CalWORKs, which of the following services can students be denied due to limited capacities related to that specific service? (e.g., not enough spots in a child care center)

☐ Case-management/coordination of on-campus services

☐ Referrals to county-provided services

☐ Referrals to community based organizations

☐ Academic counseling

☐ Personal counseling (separate from academic counseling)

☐ Tutoring

☐ Textbook assistance

☐ School supplies

☐ Transportation

☐ Food pantry or meal tickets

☐ Work study job

☐ For-credit college courses (e.g., College Success course)

- ☐ Computer lab (not available for use by the general student body)
- ☐ Laptop loan program
- ☐ Summer bridge program
- ☐ Child care center
- ☐ Child care subsidies
- ☐ Vocational board exam and certification fees
- ☐ Transfer application fees to CSUs and UCs
- ☐ Housing assistance
- ☐ Mental health services
- ☐ Unmet needs grants
- ☐ Emergency aid (financial)
- ☐ Clothing

CAL13. **For each of these CalWORKs services that can have limited capacities, how often are CalWORKs students in-need not able to get the service through either the college or the county?**

	More than half the time (>60%)	About half the time (40%–60%)	Sometimes (20%–40%)	Rarely (1%–20%)
Case-management/coordination of on-campus services	○	○	○	○
Referrals to county-provided services	○	○	○	○
Referrals to community based organizations	○	○	○	○
Academic counseling	○	○	○	○
Personal counseling (separate from academic counseling)	○	○	○	○

Tutoring	○	○	○	○
Textbook assistance	○	○	○	○
School supplies	○	○	○	○
Transportation	○	○	○	○
Food pantry or meal tickets	○	○	○	○
Work study job	○	○	○	○
For-credit college courses (e.g., College Success course)	○	○	○	○
Computer lab (not available for use by the general student body)	○	○	○	○
Laptop loan program	○	○	○	○
Summer bridge program	○	○	○	○
Child care center	○	○	○	○
Child care subsidies	○	○	○	○
Vocational board exam and certification fees	○	○	○	○
Transfer application fees to CSUs and UCs	○	○	○	○
Housing assistance	○	○	○	○
Mental health services	○	○	○	○
Unmet needs grants	○	○	○	○
Emergency aid (financial)	○	○	○	○
Clothing	○	○	○	○
Tools	○	○	○	○
Other(s)	○	○	○	○

CAL14. **When these CalWORKs services have limited capacities, how do you choose which students get served? Please select all that apply.**

☐ First-come, first-serve

☐ Need-based by income

☐ Need-based, holistic

- ☐ EOPS/CARE students
- ☐ Age
- ☐ Student's children at risk for foster-care
- ☐ Other [   ]

CAL15. **What causes students to stop participating in CalWORKs? Please select all that apply.**

- ☐ Enrolling in too few credits
- ☐ Not meeting with case manager/counselor
- ☐ Income increases over the CalWORKs/TANF threshold
- ☐ Age requirements (parent or child)
- ☐ Not enough hours of combined education and work to meet Welfare-to-Work requirements
- ☐ Timed-out of eligibility to use education as a Welfare-to-Work activity
- ☐ Timed-out of CalWORKs/TANF in general
- ☐ Sanctioned from CalWORKs/TANF for another reason
- ☐ No longer feel like they are benefiting from the program
- ☐ Don't have time for the program
- ☐ Low GPA, 1st offense
- ☐ Low GPA, repeat offense (had chance to remedy GPA after a warning)
- ☐ Not following educational plan
- ☐ Other measures of inadequate academic progress (besides GPA)
- ☐ Other [   ]

Appendix D: Survey Summary Statistics

TABLE D1

Summary of responses to question CAL1 from survey: "How do you identify students to recruit for CalWORKs? Please select all that apply."

Answers	# Colleges	% Colleges
Automatic district-generated emails sent to based on the financial aid information in a students college application	13	25%
Advertising in high schools, college, and/or community	10	19%
Communicating with high school counselors	6	12%
Information provided by students through EOPS application	25	48%
County referral	52	100%
Other information provided by students	22	42%
Other	40	77%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to CAL1.

TABLE D2

Summary of responses to question CAL2 from survey: "How do students hear about or know to apply for CalWORKs? Please select all that apply."

Answers	# Colleges	% Colleges
Automatic email to all students	4	8%
Automatic district-generated email sent only to students whose financial aid information suggested they would be eligible	9	17%
Other use of financial aid information	7	13%
High school counselor	2	4%
Other advertising in high schools	9	17%
Flyers/brochures posted in community based organizations off-campus	34	65%
Flyers/brochures posted in on-campus organizations	34	65%
Referrals from professors	20	38%
Referrals from EOPS/CARE advisors or staff	37	71%
Referrals from other school administrators	21	40%
Referrals from other campus service providers	36	69%
Referrals from county welfare department	51	98%
Word-of-mouth	44	85%
Not sure	0	0%
Other	17	33%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to CAL2.

TABLE D3

Summary of responses to question CAL3 from survey: "Of the ways you indicated students learn about CalWORKs, which ways attract/recruit the majority of students to the program?"

Answers	# Colleges	% Colleges
Automatic email to all students	2	50%
Automatic district-generated email sent only to students whose financial aid information suggested they would be eligible	1	11%
Other use of financial aid information	2	29%
High school counselor	0	0%
Other advertising in high schools	1	11%
Flyers/brochures posted in community based organizations off-campus	7	21%
Flyers/brochures posted in on-campus organizations	7	21%
Referrals from professors	1	5%
Referrals from EOPS/CARE advisors or staff	20	54%
Referrals from other school administrators	2	10%
Referrals from other campus service providers	8	22%
Referrals from county welfare department	46	90%
Word-of-mouth	21	48%
Not sure	0	0%
Other	6	35%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to both CAL2 and CAL3.

TABLE D4

Summary of responses to question CAL4 from survey: "Rank the following goals in terms of importance for CalWORKs programs/students."

Answers	# Colleges	% Colleges
Students' well-being	47	90%
Students' persistence to the next term	43	83%
Career readiness	26	50%
Students' academic exploration	19	37%
Associate's degree completion	13	25%
CTE credential completion	12	23%
Transfer readiness	4	8%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts are for colleges that indicated a given answer choice in the top three goals of importance for CalWORKs programs/students, and include colleges that responded to CAL4.

TABLE D5

Summary of responses to question CAL5 from survey: "Select all of the following services CalWORKs students receive."

Answers	# Colleges	% Colleges
Academic counseling	52	100%
Case-management/coordination of on-campus services	51	98%
Child care center	27	52%
Child care subsidies	19	37%
Clothing	16	31%
Computer lab not available for use by the general student body	22	42%
Emergency aid financial	9	17%
Food pantry or meal tickets	40	77%
For-credit college courses e.g. College Success course	29	56%
Housing assistance	15	29%
Laptop loan program	29	56%
Mental health services	32	62%
Personal counseling separate from academic counseling	47	90%
Referrals to community based organizations	50	96%
Referrals to county-provided services	49	94%
School supplies	48	92%
Summer bridge program	9	17%
Textbook assistance	46	88%
Transfer application fees to CSUs and UCs	13	25%
Transportation	43	83%
Tutoring	33	63%
Unmet needs grants	10	19%
Vocational board exam and certification fees	14	27%
Work study job	51	98%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to CAL5.

Summary of responses to question CAL6 from survey: "Would students still receive these services if they were not in CalWORKs?"

Answers	# Colleges	% Colleges
Academic counseling	47	92%
Case-management/coordination of on-campus services	20	39%
Child care center	20	74%
Child care subsidies	7	37%
Clothing	10	63%
Computer lab not available for use by the general student body	8	36%
Emergency aid financial	5	56%
Food pantry or meal tickets	31	78%
For-credit college courses e.g. College Success course	26	90%
Housing assistance	7	47%
Laptop loan program	8	28%
Mental health services	27	87%
Personal counseling separate from academic counseling	37	80%
Referrals to community based organizations	34	68%
Referrals to county-provided services	23	47%
School supplies	12	26%
Summer bridge program	3	33%
Textbook assistance	13	28%
Transfer application fees to CSUs and UCs	6	46%
Transportation	15	35%
Tutoring	30	91%
Unmet needs grants	7	70%
Vocational board exam and certification fees	1	8%
Work study job	32	63%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to both CAL5 and CAL6, and include colleges that responded "Yes" or "Yes, but less (CalWORKs can provide supplemental service)."

Summary of responses to question CAL7 from survey: "Based on your experience, how many CalWORKs students use/receive each service on your campus?"

Answers	# Colleges	% Colleges
Academic counseling	47	92%
Case-management/coordination of on-campus services	48	96%
Child care center	4	16%
Child care subsidies	9	47%
Clothing	4	25%
Computer lab not available for use by the general student body	16	73%
Emergency aid financial	2	22%
Food pantry or meal tickets	28	72%
For-credit college courses e.g. College Success course	24	83%
Housing assistance	3	20%
Laptop loan program	9	31%
Mental health services	7	23%
Personal counseling separate from academic counseling	37	80%
Referrals to community based organizations	35	71%
Referrals to county-provided services	39	81%
School supplies	43	91%
Summer bridge program	3	33%
Textbook assistance	43	96%
Transfer application fees to CSUs and UCs	4	31%
Transportation	40	93%
Tutoring	13	39%
Unmet needs grants	7	70%
Vocational board exam and certification fees	3	23%
Work study job	15	30%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to both CAL5 and CAL7, and include colleges that responded "All or almost all," or "A lot."

TABLE D8

Summary of responses to question CAL8 from survey: "Based on your experience, please rate the importance of each CalWORKs service to the success of the students using the service."

Answers	# Colleges	% Colleges
Academic counseling	51	100%
Case-management/coordination of on-campus services	50	100%
Child care center	19	73%
Child care subsidies	15	83%
Clothing	8	50%
Computer lab not available for use by the general student body	20	91%
Emergency aid financial	7	78%
Food pantry or meal tickets	33	85%
For-credit college courses e.g. College Success course	22	76%
Housing assistance	14	93%
Laptop loan program	20	71%
Mental health services	26	84%
Personal counseling separate from academic counseling	46	100%
Referrals to community based organizations	44	90%
Referrals to county-provided services	44	92%
School supplies	43	91%
Summer bridge program	4	44%
Textbook assistance	44	98%
Transfer application fees to CSUs and UCs	9	69%
Transportation	42	98%
Tutoring	32	97%
Unmet needs grants	9	90%
Vocational board exam and certification fees	9	64%
Work study job	40	80%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to both CAL5 and CAL8, and include colleges that responded "Extremely important" or "Very important."

TABLE D9

Summary of responses to question CAL9 from survey: "How often do program coordinators contact program participants?"

Answers	# Colleges	% Colleges
Missing	1	2%
At least once	6	12%
Two to five times	20	38%
More than five times	9	17%
Varies across students	16	31%
Total	52	100%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to CAL9.

TABLE D10

Summary of responses to question CAL10 from survey: "How do program coordinators typically interact with CalWORKS participants? Select all that apply."

Answers	# Colleges	% Colleges
Email	49	96%
In-person appointment	50	98%
Phone	13	25%
Text message	40	78%
Other	16	31%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to CAL10.

TABLE D11

Summary of responses to question CAL11 from survey: "What is your best estimate of how often do students who apply for CalWORKs get denied enrollment into the program?"

Answers	# Colleges	% Colleges
More than half (60%-100%)	0	0%
About half (40%-60%)	1	2%
Sometimes (20%-40%)	5	10%
Not often (1%-20%)	32	63%
Never (0%)	13	25%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to CAL11.

Summary of responses to question CAL12 from survey: "After being accepted into CalWORKs, which of the following services can students be denied due to limited capacities related to that specific service? (e.g., not enough spots in a child care center)"

Answers	# Colleges	% Colleges
Academic counseling	1	3%
Case-management/coordination of on-campus services	1	3%
Child care center	13	62%
Child care subsidies	4	29%
Clothing	5	33%
Computer lab not available for use by the general student body	2	11%
Emergency aid financial	2	29%
Food pantry or meal tickets	6	19%
For-credit college courses e.g. College Success course	4	17%
Housing assistance	7	50%
Laptop loan program	15	63%
Mental health services	4	16%
Personal counseling separate from academic counseling	4	11%
Referrals to community based organizations	3	8%
Referrals to county-provided services	0	0%
School supplies	3	8%
Summer bridge program	1	13%
Textbook assistance	2	5%
Transfer application fees to CSUs and UCs	0	0%
Transportation	5	14%
Tutoring	2	8%
Unmet needs grants	2	22%
Vocational board exam and certification fees	1	11%
Work study job	31	78%

SOURCES: Data from authors' survey of CalWORKs program coordinators.
NOTES: Counts and percentages based on number of colleges that responded to CAL12.

NOTE: CAL13 question was not completed by most survey respondents and so we do not show those results.

TABLE D14

Summary of responses to question CAL14 from survey: "When these CalWORKs services have limited capacities, how do you choose which students get served? Please select all that apply."

Answers	# Colleges	% Colleges
Age	0	0%
CalWORKs students	0	0%
Current foster care status	0	0%
EOPS/CARE students	5	13%
First-come first-serve	32	84%
NaN	14	37%
Need-based by income	4	11%
Need-based holistic	11	29%
Other	10	26%
Students children are at risk for foster-care	0	0%
Students children at risk for foster-care	6	16%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to CAL14.

TABLE D15

Summary of responses to question CAL15 from survey: "What causes students to stop participating in CalWORKs? Please select all that apply."

Answers	# Colleges	% Colleges
Age requirements parent or child	10	20%
Don't have time for the program	13	26%
Enrolling in too few credits	3	6%
Income increases over the CalWORKs/TANF threshold	37	74%
Low GPA 1st offense	6	12%
Low GPA repeat offense had chance to remedy GPA after a warning	13	26%
No longer feel like they are benefiting from the program	11	22%
Not enough hours of combined education and work to meet Welfare-to-Work requirements	20	40%
Not following educational plan	6	12%
Not meeting with case manager/counselor	10	20%
Other	20	40%
Other measures of inadequate academic progress besides GPA	15	30%
Sanctioned from CalWORKs/TANF for another reason	37	74%
Timed-out of CalWORKs/TANF in general	47	94%
Timed-out of eligibility to use education as a Welfare-to-Work activity	42	84%

SOURCES: Data from authors' survey of CalWORKs program coordinators.

NOTES: Counts and percentages based on number of colleges that responded to CAL15.

Appendix E: Analysis of CalWORKs Students

We rely on the California Community College Chancellor's Office Management Information System (MIS) to conduct our analysis. The MIS data are longitudinal, student-level records that include information on student demographics, course enrollments, financial aid receipt, credential completion, and participation in targeted programs like CalWORKs and EOPS.

Our sample includes all students enrolled in a community college CalWORKs program for the first time between school years 2012–2013 and 2016–2017. We exclude about 4 percent of CalWORKs students who do not have an SSN identifier because we cannot track those students across different colleges. This is important because we only have CalWORKs program information from our survey at the college-level and so we need to know if students may have been enrolled at programs in different colleges. To ensure that the students in our sample were only enrolled in the CalWORKs programs for which we have survey data, we exclude about 7 percent of CalWORKs students who had multiple spells in CalWORKs programs at different colleges.

We then construct enrollment histories for these students for the two years prior to first entering a college CalWORKs program, all terms they are enrolled in CalWORKs, and any enrollment in the two years after exiting the CalWORKs program. Only students who completed at least some credit coursework and earned at least one unit during this enrollment window are included. This excludes about 7 percent of CalWORKs students who only complete non-credit courses or who are not successful in any credit courses they attempt. In total, we identified 43,550 community college students who met these criteria.

This full sample of CalWORKs students is included in the first section of the analysis. Because we were interested in probing the role of student services offered through CalWORKs programs, we also examined the subsample of students who were enrolled in CalWORKs programs at one of the colleges that completed our survey. All of our analyses included in the final section of the paper include only this group of students. There are very few differences in the demographic profiles or household structures of the total CalWORKs student population and those that are included in our sample (Table E1).

CalWORKs student sample demographics

	All CalWORKs students	Survey Sample	Non-survey Sample
Male	19.7%	21.2%	18.5%
Female	80.3%	78.8%	81.5%
Age group			
Age 18–22	19.3%	19.5%	19.1%
Age 23–27	28.3%	29.0%	27.7%
Age 28–32	19.4%	19.6%	19.2%
Age 33–39	17.5%	17.4%	17.6%
Age 40+	15.6%	14.5%	16.5%
Race/ethnicity			
Latino	39.0%	37.3%	40.5%
Asian and Pacific Islander	5.9%	5.6%	6.1%
African American	18.9%	19.3%	18.6%
White	25.4%	26.6%	24.4%
Other/missing	10.7%	11.2%	10.4%
Education level			
Less than HS	14.1%	14.9%	13.4%
High school grad	71.3%	73.2%	69.8%
Some college	3.4%	2.8%	3.4%
Unknown	11.4%	9.1%	13.4%
Household structure			
Single parent	66.6%	65.9%	67.2%
1 child	52.2%	52.5%	52.0%
2 children	28.4%	28.7%	28.2%
3 or more children	19.4%	18.8%	19.8%
N	43,550	19,598	23,952

SOURCES: Authors calculation from MIS data

NOTES: Includes CalWORKs students who first enrolled in a CalWORKs community college program in school year 2013 through 2017. Excludes students with no earned units in analytic time period.

Examining student outcomes

We use student fixed effects models to examine how outcomes vary for students when they are enrolled in CalWORKs programs. Specifically, we model the following equation, where Y is the outcome variable of interest for student s in year i and term t

$$Y_{sti} = student_s + year_i + \alpha * finaid_{st} + \beta * CalWORKs_{st} + \varepsilon_{sti}$$

This model includes student and year fixed effects and controls for receipt of financial aid, which varies by term. The parameter of interest is the coefficient on the CalWORKs variable which indicates whether the student was enrolled in a college CalWORKs program in the term. We calculate robust standard errors clustered at the college level to address potential correlation in outcomes among students attending the same college. Our outcome variables include bivariates (0/1) on persistence (whether the student enrolled in the subsequent term) and full time enrollment (12+ units), as well as the share of courses successfully completed in the term.

Our primary fixed effects model aims to assess whether engagement with the CalWORKs support program improves any of the three main term-level outcomes in Y, measured by comparing each student's outcome in the CalWORKs term to their outcome in non-CalWORKs terms of enrollment. The estimated effect is then these individual student differences averaged over the entire sample of students. Year fixed effects control for factors that might affect all students at one time (like a recession). This main model is shown in column 3 of Tables E2–E4. For completeness, we include Model 1 to test the relationship if student fixed effects are omitted; in this model we add controls for age, sex and race/ethnicity along with college fixed effects. Note we cannot include college fixed effects in our student-level fixed effects models because there is no variation within students.

We are also interested in the effect of financial aid receipt on outcomes, measured in α in the above model. In some models we also add interaction terms between financial aid and CalWORKs enrollment, to examine whether financial aid has a differential effect in terms when a student is in the program.

To test the role of support services offered in CalWORKs programs, we then add separate indicators for each type of service (those described in Table B3). Specifically, we flag programs where the service is offered and is used more than half of the time ("high use"), where it is not offered, and the remainder. Finally in model 5, we employed an 'event study' framework to probe our main effect on college CalWORKs participation to control for the timing of students non-CalWORKs terms. Specifically, we flagged each term the student was enrolled in relation to when they entered a college CalWORKs program for the first time. This analysis suggests that the positive effect associated with CalWORKs program enrollment is driven largely by the first 1-2 terms in the program. In addition, the positive main effect we observe for the CalWORKs term is driven primarily by better outcomes relative to terms after students have exited the program—so the post-CalWORKs enrollment period.

TABLE E2
Student fixed effects model results: Persistence

	Model 1	Model 2	Model 3	Model 4	Model 5
Enrolled in CalWORKs program	-0:.0234**	0.0371***			
Enrolled in CalWORKs program (main effect)			0.0597***	0.0492*	
Enrolled in CW * Level of use (Omitted category is No Offer)					
Tutoring - high use				-0.00941	
Transportation - high use				-0.0144	
Food assistance - high use				0.00178	
For-credit success course - high use				0.0719**	
Child care center - high use				0.0569	
Child care subsidies - high use				-0.0453*	
Housing assistance - high use				-0.00533	
Laptop loan program - high use				0.0434	
Unmet needs grants - high use				-0.0605**	
Enrolled in CalWORKs program – effects by term					
1st term in college CalWORKs program					0.595***
2nd term in college CalWORKs program					0.327***
3rd term in college CalWORKs program					0.316***
4th term in college CalWORKs program					0.129***
5th term in college CalWORKs program					0.162***

1st term prior to entering CalWORKs program					0.769***
2nd term prior to entering CalWORKs program					0.784***
3rd term prior to entering CalWORKs program					0.821***
4th term prior to entering CalWORKs program					0.949***
Student Characteristics					
Female	0.00677				
Age at Term	0.000678**				
Race/ethnicity					
Latino	-0.0190***				
Asian/Pacific Islander	0.0136				
African American	-0.0458***				
Other/missing	-0.0300***				
Pell Grant	0.150***	0.110***			0.150***
CAL_GRANT	0.0599***	-0.00109			0.100***
WORK_STUDY	0.0212	0.00538			0.0438***
LOANS	0.0654***	0.0577***			0.0988***
OTHER_GRANTS	0.0532***	0.0416***			0.0757***
1.PELL			0.195***	0.199***	
1.CAL_GRANT			0.0435***	0.0410***	
1.WORK_STUDY			0.0777**	0.0793**	
1.LOANS			0.0996***	0.104***	
1.OTHER_GRANTS			0.0762***	0.0752***	
1.cw_term#1.PELL			0.0288**	0.0335**	
1.cw_term#1.CAL_GRANT			-0.0411***	-0.0473***	
1.cw_term#1.WORK_STUDY			0.0492***	0.0550***	
1.cw_term#1.LOANS			-0.0605**	-0.0618**	
1.cw_term#1.OTHER_GRANTS			-0.0149	-0.0153	
Student fixed effects		X	X	X	X
College fixed effects	X				
School year fixed effects	X	X	X	X	X
Constant	0.467***	0.563***	0.550***	0.549***	-0.684***
Observations	106,615	106,615	106,615	106,615	106,615
R-squared	0.050	0.244	0.244	0.246	0.314
*** p<0.01, ** p<0.05, * p<0.1					

NOTES: Includes CalWORKs students who first enrolled in a CalWORKs community college program in school year 2013 through 2017. Excludes students with no earned units in analytic time period. For service levels, model also includes indicators for low service use (less than half of students use them as reported by CalWORKs directors) but these results are not shown.

Student fixed effects model results: Full-time enrollment

	Model 1	Model 2	Model 3	Model 4	Model 5
Enrolled in CalWORKs program	0.0438***	0.0601***			
Enrolled in CalWORKs program (main effect)			0.0574***	0.0904***	
Enrolled in CW * Level of use (Omitted category is No Offer)					
Tutoring - high use				-0.00847	
Transportation - high use				-0.0145	
Food assistance - high use				0.0111	
For-credit success course - high use				0.00123	
Child care center - high use				0.0277	
Child care subsidies - high use				-0.0330***	
Housing assistance - high use				0.0218	
Laptop loan program - high use				-0.0365*	
Unmet needs grants - high use				0.000114	
Enrolled in CalWORKs program – effects by term					
1st term in college CalWORKs program					0.0921***
2nd term in college CalWORKs program					0.0906***
3rd term in college CalWORKs program					0.0667***
4th term in college CalWORKs program					0.0458***
5th term in college CalWORKs program					0.0273***
1st term prior to entering CalWORKs program					0.0538***
2nd term prior to entering CalWORKs program					0.0340*
3rd term prior to entering CalWORKs program					0.0173
4th term prior to entering CalWORKs program					0.00176
Student Characteristics					
Female	-0.0177**				
Age at Term	0.00153***				
Race/ethnicity (White is omitted category)					
Latino	-0.0362***				
Asian/Pacific Islander	0.0185*				
African American	-0.0657***				
Other/missing	-0.0346***				
Pell Grant	0.158***	0.110***			0.107***
CAL_GRANT	0.0635***	-0.00109			0.00546
WORK_STUDY	0.0510***	0.00538			0.0115
LOANS	0.132***	0.0577***			0.0596***
OTHER_GRANTS	0.0226	0.0416***			0.0425***
1.PELL			0.0983***	0.0997***	
1.CAL_GRANT			0.00993	0.00993	
1.WORK_STUDY			0.0193	0.0165	
1.LOANS			0.0474**	0.0495**	
1.OTHER_GRANTS			0.0652***	0.0641***	
1.cw_term#1.PELL			0.0648***	0.0655***	
1.cw_term#1.CAL_GRANT			0.0187*	0.0177	
1.cw_term#1.WORK_STUDY			-0.0169	-0.0176	

	Model 1	Model 2	Model 3	Model 4	Model 5
1.cw_term#1.LOANS			-0.0164	-0.0211	
1.cw_term#1.OTHER_GRANTS			0.0155	0.0128	
Student fixed effects		X	X	X	X
College fixed effects	X				
School year fixed effects	X	X	X	X	X
Constant	0.0800***	0.198***	0.200***	0.196***	0.171***
Observations	106,615	106,615	106,615	106,615	106,615
R-squared	0.078	0.420	0.422	0.422	0.421
*** p<0.01, ** p<0.05, * p<0.1					

SOURCES: Authors' calculations from MIS.

NOTES: Includes CalWORKs students who first enrolled in a CalWORKs community college program in school year 2013 through 2017. Excludes students with no earned units in analytic time period. For service levels, model also includes indicators for low service use (less than half of students use them as reported by CalWORKs directors) but these results are not shown.

TABLE E4

Student fixed effects model results: Course success

	Model 1	Model 2	Model 3	Model 4	Model 5
Enrolled in CalWORKs program	0.0102	0.0634***			
Enrolled in CalWORKs program (main effect)			0.0866***	0.0799***	
Enrolled in CW * Level of use (Omitted category is No Offer)					
Tutoring - high use				0.00435	
Transportation - high use				0.000404	
Food assistance - high use				0.00301	
For-credit success course - high use				0.00127	
Child care center - high use				-0.0198	
Child care subsidies - high use				0.0323***	
Housing assistance - high use				0.0171	
Laptop loan program - high use				0.0115	
Unmet needs grants - high use				0.00252	
Enrolled in CalWORKs program – effects by term					
1st term in college CalWORKs program					0.165***
2nd term in college CalWORKs program					0.0996***
3rd term in college CalWORKs program					0.0754***
4th term in college CalWORKs program					0.0575***
5th term in college CalWORKs program					0.0477***
1st term prior to entering CalWORKs program					0.147***
2nd term prior to entering CalWORKs program					0.121***
3rd term prior to entering CalWORKs program					0.123***
4th term prior to entering CalWORKs program					0.118***
Student Characteristics					
Female	0.0247**				
Age at Term	0.00339***				

Race/ethnicity (White is omitted category)

	(1)	(2)	(3)	(4)	(5)
Latino	-0.0354***				
Asian/Pacific Islander	0.0345***				
African American	-0.109***				
Other/missing	-0.0396***				
Pell Grant	0.213***	0.136***			0.132***
CAL_GRANT	0.0437***	-0.0331***			-0.0253***
WORK_STUDY	0.0446***	0.0104*			0.0208***
LOANS	0.0893***	0.0188*			0.0355***
OTHER_GRANTS	-0.00473	0.0339***			0.0143***
1.PELL			0.149***	0.150***	
1.CAL_GRANT			-0.0182**	-0.0185**	
1.WORK_STUDY			0.0149	0.0105	
1.LOANS			0.0347***	0.0377***	
1.OTHER_GRANTS			0.0244***	0.0212***	
1.cw_term#1.PELL			-0.0254*	-0.0259	
1.cw_term#1.CAL_GRANT			-0.0227***	-0.0223***	
1.cw_term#1.WORK_STUDY			-0.00223	0.00452	
1.cw_term#1.LOANS			-0.00191	-0.00737	
1.cw_term#1.OTHER_GRANTS			-0.0232***	-0.0198**	
Student fixed effects		X	X	X	X
College fixed effects	X				
School year fixed effects	X	X	X	X	X
Constant	0.511***	0.625***	0.615***	0.613***	0.444***
Observations	106,615	106,615	106,615	106,615	106,615
R-squared	0.099	0.521	0.522	0.522	0.525
*** p<0.01, ** p<0.05, * p<0.1					

SOURCES: Authors' calculations from MIS.

NOTES: Includes CalWORKs students who first enrolled in a CalWORKs community college program in school year 2013 through 2017. Excludes students with no earned units in analytic time period. For service levels, model also includes indicators for low service use (less than half of students use them as reported by CalWORKs directors) but these results are not shown.

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