

DIANA

Breed

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By Keith L. **THE PRESIDENT HAS SEEN**  
USA TODAY 2-19-92

## College is off-limits in welfare plan

By John Ritter  
USA TODAY

American Airlines fare sale, aimed at winning back disgruntled travelers with prices cut up to 50%, has sparked an industry-wide fare war.

American started the sale minutes after President Clinton halted a strike by its pilots Saturday and implemented a 60-day review.

As part of the sale, American also removed advance purchase conditions, doubled frequent flier miles on flights through March 14 and offered free upgrades to its frequent fliers through Feb. 23.

Continental, United, Northwest and TWA are matching American's fares on competing routes. United and TWA said Sunday they were also offering double miles. Delta and USAir were still reviewing the sale.

The tickets must be purchased by March 3. Travel dates and destinations vary.

► Up to 50% off fares for trips within the USA must be used by March 14 and by May 31 on European trips.

► Up to 45% off fares on domestic trips must be completed by May 31.

► Up to 30% off fares to the Caribbean and the Bahamas on trips must be used by May 31.

American's John Hotard says calls to reservations lines are running nine time more than normal — 500,000 since the sale started. "This is our way to express our concern that we had upset their travel plans. This is our way of making up for the frustration."

Examples of round-trip sale fares vs. 21-day advance fares:

► Dallas to Seattle \$358, compared to \$798.

► New York to London \$238, compared to \$464.

► Los Angeles to New York \$388, compared to \$889.

But not all the fares are the lowest in the market. For example, American's new fare of \$358 roundtrip between L.A. and Columbus, Ohio, good through March 14, is still higher than a \$224 fare launched in early February and effective through July 22, says Best Fares' Tom Parsons.

A Saturday night stay is still required, but business travelers may find attractive fares. With no advance purchased required, last-minute, walk-up fares are up to 90% cheaper.

States rushing to get welfare recipients off the rolls and into jobs are telling some college students on public assistance to drop out and find work.

Under the old welfare system, recipients of cash grants could go to school full time. The new law, with its emphasis on moving welfare recipients quickly into jobs, restricts educational options.

Short-term job training and a year of vocational education are approved "work activities" under the new federal law, passed last year, but regular college and community college study are not.

So even as President Clinton preaches education as the route to prosperity, welfare reform is forcing recipients — predominantly single mothers — to forsake school for low-paying jobs.

States must put bigger proportions of their welfare case-loads to work — 25% this year, 50% by 2002 — or lose funds.

"The emphasis has shifted from how can we retrain people or pick up where their education left off to how can we move them into work," says Elaine Ryan of the American Public Welfare Association.

By one estimate, as many as 700,000 single parents on welfare are enrolled in higher education and training.

In California, 125,000 welfare recipients attend community colleges. The City University of New York system has 20,500 welfare students.

Schools already are lobbying state legislatures to find ways to keep these students and their tuition reimbursements.

But prospects are not bright.

Work-first proponents argue that welfare isn't a scholarship program. Many low-wage earners juggle work, school and child care, and students who drop welfare can get loans, they say.

► Students in the middle, 3A

cc: Cynthia / Diana -  
Has BR sent this to you? THE PRESIDENT HAS SEEN

Does it relate to the memo 4-7-97

you guys are doing? If not, can we answer in the weekly? Mike.  
Ela

- ▶ **NM and WA:** For the period March 21-27, USDA partially approved NM's request and denied WA's request to waive provisions of the welfare reform bill regarding work requirements that limit receipt of food stamps for childless able-bodied adults to three months in any three-year period unless the individual is working at least 20 hours per week, due to the lack of job availability. USDA denied WA's request to waive the time limits for those individuals pursuing their graduate equivalency diplomas.
- ▶ **Additional States:** Waivers for IL, OK and SD are under review. USDA is awaiting additional information regarding waiver requests from AL, CA, NE, RI and WA.
- **Secretary's Schedule:** Secretary Glickman will participate in the following events:
  - ▶ April 3 - Address Food Chain Conference on anti-hunger in Boston, MA.
  - ▶ April 9 - Receive an award at National Parks and Conservation Association's conference.
- **FOIA Request:** The *Washington Post* requested records of contacts between USDA and Don Fowler and Marvin Rosen.

Planned  
Why?  
Mistake  
not a

#### DEPARTMENT OF ENERGY

- **Weapons Plant Strike:** On April 2, an agreement was reached by security guards at DOE's Pantex Plant (a weapons facility near Amarillo, TX). On April 7, plans for changes over from the augmentation guard force to the regular force will take place.
- **New England Power Disruptions:** Since April 1, over one million customers in the Northeast had been without electric service because heavy snow and strong winds have pulled down transmission lines in the region. As of April 2, the number of customers without power had been reduced to 400,000. Utilities in the area estimate that it may be April 4 before electric service is restored to all customers.
- **DOE/Russian Environmental Technologies:** On March 26, in Camden, NJ, Rustec, Inc., a company involved in high-level technology development, held the first demonstration in North America of new waste processing technologies that were jointly developed between DOE and Russian scientists. This work with Russian institutes and DOE's Oak Ridge National Laboratory (TN) has been conducted under DOE's Initiatives for Proliferation Prevention program (IPP). The goal of the IPP is to achieve U.S. nonproliferation objectives in the NIS by redirecting weapons of mass destruction scientists, engineers, and technicians to long-term peaceful, commercial work. There are currently over 250 IPP projects at over 90 institutes in the NIS.

Diana -

See (3) below. Could you draft such a letter?

THE PRESIDENT HAS SEEN  
5-5-97

Cynthia/Diana -

THE WHITE HOUSE

WASHINGTON

See (5) below. Could one of you draft such a letter for Riley/Malala?

'97 MAY 3 PM 2:21

Note, too, that he wants to say something about this issue at the

May 3, 1997

MEMORANDUM FOR THE PRESIDENT Eli event.

Copied  
Reed  
Kagan  
cos

FROM:

BRUCE REED

ELENA KAGAN

Elena  
(P.S. - My apologies if  
Bruce already asked  
you to do this.)

SUBJECT:

DPC WEEKLY REPORT

1. **Education Town Hall Meeting:** We are working to arrange an "Education Town Hall Meeting" focused on your national testing initiative. This meeting, currently scheduled for May 22, will provide you with an opportunity to explain what high standards are really all about - perhaps by actually working through a couple of sample questions from the NAEP test. You will take questions from an audience of educators, parents, and students. We are exploring a number of possible locations for this event, with Kentucky the leading contender at the moment.

2. **National Testing Initiative:** Secretary Riley testified last week on your testing initiative before the House Subcommittee on Early Childhood, Youth and Families; in addition, DPC and DoEd representatives met with Frank Riggs and Dale Kildee, the Chair and Ranking Member of the Subcommittee, on the initiative. The meetings and testimony made clear that we have strong support among Democrats on the Subcommittee for your initiative -- particularly from Kildee, George Miller, and Patsy Mink. On the Republican side, Riggs and Mike Castle are also supporters, though Riggs believes that the Administration should seek Congressional authorization before taking steps toward national testing. Unfortunately, Rep. Goodling is now expressing serious concerns about the initiative, mostly on the ground that the tests will lead to ranking individual schools. We will attempt to allay Goodling's concerns, while working closely with Congressional supporters on both sides of the aisle to support our effort to sign up states for the initiative.

3. **Follow-up to Service Summit:** We are preparing for your signature a letter to major nonprofit organizations and religious groups that will explain your new proposal, announced at the Service Summit, to partner with them to expand AmeriCorps. The letter will highlight the success of non-profits, such as the National Council of Churches and the Boys and Girls Clubs of America, in using AmeriCorps scholarships and will urge other non-profits and religious groups to put AmeriCorps members to work in their programs.

4. **Welfare-to-Work:** As you know, you will help launch Eli Segal's Welfare-to-Work Partnership at an event at the White House on May 20. We think that you also will be able to announce at this event Department of Transportation pilot grants to 25 states to develop welfare-to-work transportation plans. This announcement will underscore the importance of

Get help  
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Riley &  
Ranking  
Member  
Follow up  
agreed to  
Tuesday, trying to get  
Welfare to Work  
to announce to  
President

Segal

transportation services in making welfare reform work and will promote your proposal (in the NEXTEA bill) to provide \$600 million in grant funds to improve these services. We may be able to announce that some of the businesses represented at the White House event have committed to providing matching funds for such welfare-to-work transportation efforts.

✓ **5. Welfare Reform and College Attendance:** You recently asked about reports that states are telling welfare recipients to drop out of college so that states can meet the welfare law's work requirements. The welfare law, of course, does not require states to take such action, and right now we do not know how many states are doing so. But because there is no broad exemption from the work requirements for college students, states may well insist that these students engage in work activities for the requisite number of hours (now 20 hours per week).

To alleviate this problem, we are working with DoEd and HHS on ways for the Administration to inform colleges of how they can use work study to help students on welfare meet the work requirements and still complete their degrees. Many Americans work their way through college: in 1993, 38% of undergraduates worked at least 35 hours a week, while 16% worked between 21 and 34 hours a week. Colleges can make it easier for welfare recipients to combine work and college by providing work study opportunities that meet the work requirements. Although most colleges limit work study to 10 to 15 hours a week, there is no limit in federal law: colleges can provide as many hours as necessary to meet the student's financial need. Secretaries Riley and Shalala should write a letter to colleges clarifying what colleges can do and encouraging them to take such action.

**6. Volunteer Liability Bill:** The Senate passed 99-1 last week a bill to protect volunteers of nonprofit organizations or governmental entities from liability. The Administration issued a SAP opposing a prior version of the bill, which offered immunity not only to volunteers, but also to the organizations for which they work. The SAP stated: "The overbroad definitions used in the bill -- which might apply to hate groups, street gangs, or violent militias -- make this takeover of state law very troubling." After Senator Leahy dubbed this bill the "Ku Klux Klan Protection Act" and every Democrat voted against it, the Senate narrowed the bill to protect only volunteers themselves. We will continue work on the bill, which because of hasty amendment and passage is now sloppily drafted, to ensure that it is fully consistent with the views you have stated on tort reform generally.

Also → could encourage  
cos to hire welfare/college  
students part time at \$5 per hour

good article over weekend on this,  
low quality of strict requirements of no  
displacement for St. Suburban → should  
consider strengthening language in federal  
law → Congress might be able to force federal

THE PRESIDENT HAS SEEN

8-13-97

THE NEW YORK TIMES NEW YORK WEDNESDAY, AUGUST 6, 1997

# City Balks at Measure for Campus Workfare Jobs

By KAREN W. ARENSON

Fearing that workfare rules were forcing college students on welfare to drop out of school, the State Legislature adopted legislation this week that sponsors said would require officials to place students in workfare jobs on college campuses so they can continue their studies.

Whether students on welfare should be bound by the same workfare rules as other recipients has been one of the biggest battles between Mayor Rudolph W. Giuliani and the City University of New York.

CUNY has long pressed for workfare sites on its campuses, but the Mayor's office has allowed only two small pilot programs until now, one at La Guardia Community College in Queens and another at Lehman College in the Bronx.

CUNY officials welcomed the new legislation yesterday, saying it should help many students stay in college.

"This should enhance students' ability to get through college quickly by facilitating their workfare, and will literally speed these students into well-paying jobs and good futures," W. Ann Reynolds, the university's departing Chancellor, said.

Eileen Long, a spokeswoman for Gov. George E. Pataki, said yesterday that the Governor planned to sign the legislation.

But the Giuliani administration continued its attacks on CUNY yesterday, and denied that the legislation would require the city to offer workfare jobs on campuses. City Hall officials maintained that it was still up to them to decide what workfare sites to approve.

"There is nothing in the legislation

to give CUNY responsibility for overseeing workfare sites because it has done a poor job of educating its students.

"We would have to look at the terms of any program proposed to us," Mr. Coles said. He added, "If CUNY has troubles with its educational quality, it will have even more trouble administering an effective workfare program."

Mr. Coles said that the city has already accommodated students by trying to find them jobs near their campuses and by giving them work schedules outside of their class hours.

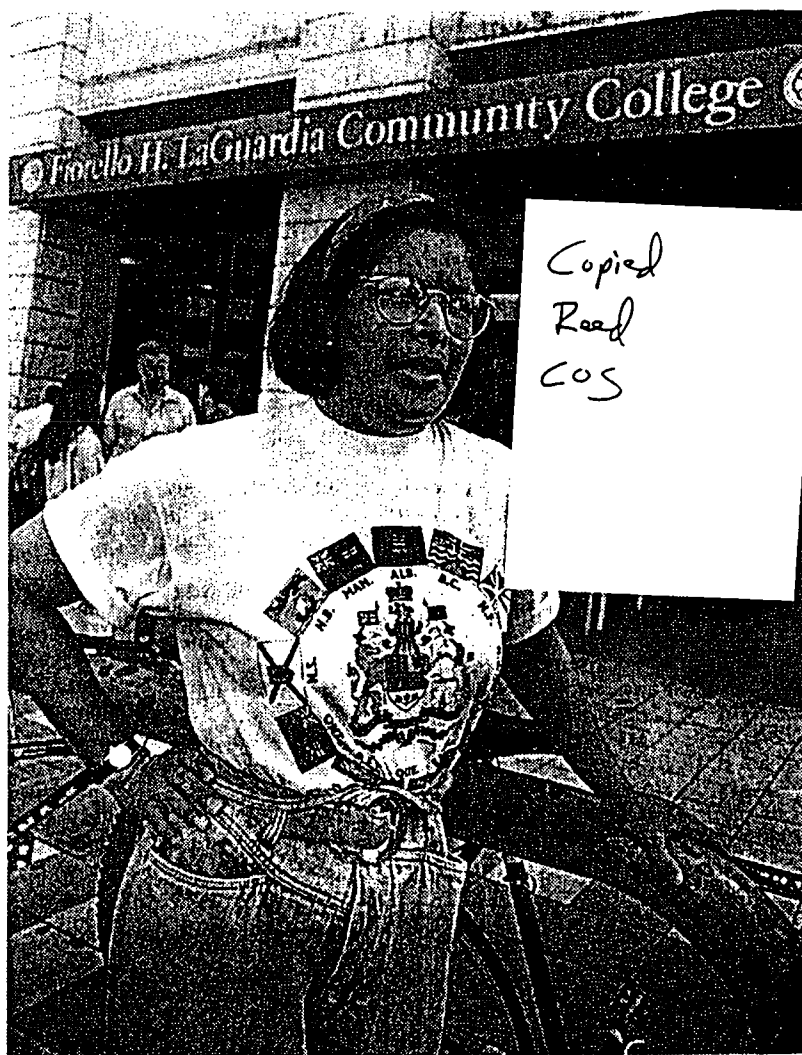
Assemblyman Roberto Ramirez, a Bronx Democrat who sponsored the workfare legislation with John J. Marchi, a Republican from Staten Island, said yesterday that the clear intent of their measure is to allow students to fulfill their workfare assignments on campus, at CUNY and at other colleges in the state.

"If this is exactly what the city is already doing, why did they fight until 4 A.M. Sunday morning against this?" he asked yesterday. "The larger policy issue is why the Mayor of New York would prevent students from getting their degrees and getting jobs."

If the city continues to resist, he said, "My answer is I'll see you in court."

Workfare recipients are typically required to work 20 or more hours per week to qualify for welfare benefits.

CUNY officials say that students asked to juggle both off-campus jobs and college classes have had trouble staying in school. Two years ago, before the workfare program was introduced in New York City, more



Steve Berman for The New York Times

Nelifa Bocas, a single mother on welfare and a student at LaGuardia Community College, said she fulfills workfare requirements on campus.

CUNY officials believe the workfare

State legislation

## State About

By JOHN

A copy of a letter in the Brooklyn men accused of attacks had been earlier to a offers reward terrorists, State enforcement

The disclosure over the and officials were unclear information plotters were in on reward the authorities, including plan, law said. But the rule out the plan was a someone hoping

Officials said by the State Department offered about who was or where. All the same message — describing a possible suspect found in the apartment. It attacks and jailed Islamic Sheik Omar, serving a life blow up New Ramzi Ahmad mastermind Center bomb Yassin, a jailed Islamic group. The dramatic morning

*Elysia Diana -  
Could you please do an entire  
for me weekly, including a reference  
to the alleged president letter (which  
I'll read tonight)? Thanks Elysia*

tures," W. Ann Reynolds, the university's departing Chancellor, said.

Elleen Long, a spokeswoman for Gov. George E. Pataki, said yesterday that the Governor planned to sign the legislation.

But the Giuliani administration continued its attacks on CUNY yesterday, and denied that the legislation would require the city to offer workfare jobs on campuses. City Hall officials maintained that it was still up to them to decide what workfare sites to approve.

"There is nothing in the legislation to require us to open programs on every campus," said Anthony Coles, a senior adviser to the Mayor, who called the legislation a vindication of the administration's existing program because it requires students on welfare to work.

He said that the city has hesitated

from getting their degrees and getting jobs."

If the city continues to resist, he said, "My answer is I'll see you in court."

Workfare recipients are typically required to work 20 or more hours per week to qualify for welfare benefits.

CUNY officials say that students asked to juggle both off-campus jobs and college classes have had trouble staying in school. Two years ago, before the workfare program was introduced in New York City, more than 10 percent of CUNY's student body — some 27,000 students — received public assistance. The number of welfare recipients at CUNY has shrunk by a third, to about 18,000.

While there are no figures on how many students have left college because of workfare requirements,



Steve Berman for The New York Times

Nelifa Bocas, a single mother on welfare and a student at LaGuardia Community College, said she fulfills workfare requirements on campus.

CUNY officials believe the workfare program is a key reason for many people dropping out.

Many New York colleges — especially community colleges — have some welfare recipients among their students, but CUNY has by far the largest number.

The university expects that about 16,000 of its students will be on public assistance this fall, and that about 5,000 of them will be eligible for a campus workfare program. Students with disabilities and parents of very young children are among those exempt from workfare.

CUNY officials said yesterday that they have begun talking to officials at New York City's Human Resources Administration about implementing the program this fall. And they point to the success of the pilot programs, particularly the one at La Guardia Community College, which the city allowed to expand to 100 students from the original 50.

La Guardia's program currently has about 80 students, including Nelifa Bocas, a single mother on welfare, who was told early this summer that she would have to start working for her benefits. At first, she was afraid the workfare assignment would interfere with her classes and her plan to become a teacher of hearing-impaired students.

But under the pilot program, Ms. Bocas, a 40-year-old Trinidadian immigrant who recently became an American citizen, was allowed to work at the college. She is answering phones, sending out mailings and doing other office work at the college's career and transfer office.

## State legislation addresses a fear that welfare rules prompt students to drop out.

She said she hopes to get her associate's degree in September and then transfer to Brooklyn College for a bachelor's degree.

"Once you have the drive, you have to keep it," she said. "People on public assistance and going to school deserve a chance."

Officials at La Guardia said that working on campus has many advantages for students. Not only does it save them time, since they don't have to commute to jobs elsewhere, but jobs are arranged to fit the students' class schedules. Students work in jobs ranging from tutoring and day care to office work.

Some students, however, said that juggling a job and school with their responsibilities as single parents complicates their lives.

Dianna Diaz, a 23-year-old single mother who is studying bilingual education at La Guardia, said that she has had less time to study and see her two children with workfare, even though she is working on campus tutoring students in math and likes her job.

"I'm doing this to get out of public assistance," she said. "Three more years and I'll be off. Why are they bothering us?"

## Bill Voted in Albany to Allow Early Retirement by Teachers

By JACQUES STEINBERG

The New York State Legislature has approved a last-minute state budget item permitting thousands of New York City's most experienced teachers to retire early, a measure that runs counter to a legislative initiative announced with fanfare last week — one that would reduce class size by hiring more teachers.

The retirement measure, which is opposed by Mayor Rudolph W. Giuliani and Schools Chancellor Rudy Crew, still needs approval by Gov. George E. Pataki, and both City Hall and the city's Board of Education said they would lobby hard against it. A spokesman for the Governor said Mr. Pataki had not yet decided how he would act.

Included in a flurry of bills passed by the Assembly and the Senate on Monday in the waning hours of this year's legislative session, the provision would allow teachers to retire with a full pension at age 55 after as little as 10 years on the job. Currently, they cannot get full benefits until age 62 or after 30 years of service.

new program. Ms. Weingarten disagreed, saying no more than 100 would retire in the early months of school, with most preferring to wait until the end of the school year.

Filling any of the positions left by retiring teachers would be especially difficult, the officials said, because the school system is already scrambling to find qualified candidates for the 3,600 new teaching jobs created by the class-size initiative. The new positions, part of a \$2.3 billion state-wide hiring plan for teachers, are intended to reduce class sizes in kindergarten through third grade to 20 from the current 25 to 28 and to help older students prepare for tougher State Board of Regents standards.

Lewis H. Spence, Deputy Chancellor for Operations in the city schools, said he feared that the bill would cast the early weeks of the school year into chaos if it allowed teachers to begin retiring after they had already been assigned their classes.

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By BEN

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THE WHITE HOUSE  
WASHINGTON

April 25, 1997

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED, CYNTHIA RICE, AND DIANA FORTUNA

SUBJECT: COLLEGE AND WELFARE WORK REQUIREMENTS

You asked about reports that welfare recipients enrolled in college are dropping out or being asked to drop out in order to go to work and help states meet the welfare law's work requirements.

As you know, the welfare law marks a change in thinking on how to move people from welfare to work. Rather than depending on education and training programs to give people skills that will then translate into jobs, the welfare law relies on research showing that, in most cases, the surest route to work is to start with a job of some sort. Entry level jobs may then translate into higher level jobs as skills are acquired in the workplace.

Of course, there are bound to be individuals for whom education is the surest route to a job with a future. And the welfare law in no way precludes this, nor requires states to tell clients to drop out of school -- although some jurisdictions, such as New York City, have done so. (New York City has moved aggressively to require welfare recipients to participate in community work experience jobs such as cleaning parks. This was done not as a result of the Federal welfare law, but at the initiative of Mayor Giuliani. As a result, the number of students on welfare enrolled at the City University of New York has reportedly fallen from 29,000 to 18,000.)

The following are some of the ways in which states can accommodate welfare clients who wish to stay in school:

- **States may choose to exclude some college students from the work requirements.** To avoid penalties, states must ensure that 25% of the welfare population works at least 20 hours a week in 1997. This increases over time so that, by 2002, 50% of the welfare population must work at least 30 hours per week. The dramatic drop in the welfare caseloads is making the work participation rates far easier to meet than expected, since states get "credit" toward their work participation rates for the caseload declines. Therefore, in the early years of TANF, most states should be in a position to allow currently enrolled students to finish their programs.

- **States could encourage recipients to attend vocational post-secondary training, which can be counted for up to 12 months in the state's participation rate.** Overall, no more than 20 percent of individuals can be counted as working by participating in vocational training or secondary school, and in many states much of that 20% will be made up of teenage parents finishing high school.
- **States could put college students in separate state programs to which the work rates do not apply.** Under the law states could use savings from welfare reform (from dropping caseloads or the fact that they need maintain only 75% of historic state spending to get the TANF block grant) to set up separate state programs in which they could support welfare recipients in college. Currently, work rates do not apply to either 1) programs funded by completely separate state dollars or 2) programs funded by "maintenance of effort" dollars which states spend in order to get the TANF block grant. We have argued that the work rates should apply to the latter, which is integrally related to the federal program, lest states structure their programs to significantly undermine the work rates. This change would require legislation. However, even if work rates applied to the "maintenance of effort" programs, states could use the savings from welfare reform to fund separate state programs for college students.
- **College students could work 20 or 30 hours a week and still attend school.** Many Americans do this: Department of Education statistics show that in 1993, 38% of undergraduates worked at least 35 hours a week, while 16% worked between 21 and 34 hours a week. Colleges could make it easier for welfare recipients to combine work and college by providing work study opportunities that meet the work requirements. Although most colleges limit work study to 10 to 15 hours a week, there is no limit in federal law -- they can provide as many hours as needed to meet the student's financial need. Up to five percent of work study funds may be used in community service activities such as tutoring, so it would be possible for a student to fulfill her work requirement and remain in college by tutoring in the America Reads program. A student could also work 15 hours a week in an on-campus work study job and 15 hours a week in a private-sector, off-campus job subsidized by her welfare check.



Talk to Cynthia/Diana

THE PRESIDENT HAS SEEN Educ

2-20-97

EK/epm/IA

Conf!

we do

# I. Pell Grants - Making Sure The \$ Gets To The Students



The President's initiative to increase support for Pell Grants would be strengthened by prohibiting states from using both the award and any hike to reduce locally - sponsored student financial aid programs. In New York, for example, the proposed 1997-98 Executive Budget requires the state's tuition assistance program awards to be cut by 50% of a student's Pell Grant. Pell Grants and any increases should not alleviate the state's obligation to provide access to college. The benefit of the President's initiative is that student aid is intended to go discreetly to students and their families. If states put a "bounty" on Pell Grants, students will get less support and the purpose of the original Presidential initiative would be undermined.

(cm: return to me)

## II. America Reads - Students On Welfare Can Help

Good idea!

As part of the implementation of the President's reading initiative, some of the tutors who participate should be college students who receive public assistance. They should be permitted to fulfill their "workfare" requirements by such tutoring -- if they are qualified and eligible in the same way as college work study students.



Most major public universities have a significant population of students who receive welfare (The City University of New York has almost 19,000 on public assistance out of 203,000 students). This involvement on the part of students who receive welfare would help cast "workfare" in the broadest sense of public service - - to help educate our nation's children.

Bruce can we do a HHS.

Bruce / Rahm

- Pls check this out
- ~~good to~~ #2 is good idea
- #1 number good but probably impractical

Edith is a good friend  
Will reply to him

PHOTOCOPY  
MISC. HANDWRITING



EDITH B. EVERETT  
Vice Chair, Board of Trustees

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Mrs. Edith B. Everett  
General Vice President - Investments

650 Madison Avenue  
New York, NY 10022

(212) 407-0568



THE SECRETARY OF HEALTH AND HUMAN SERVICES  
WASHINGTON, D.C. 20201

September 12, 1997

Dear Colleague:

The welfare reform law that President Clinton signed last year emphasizes work and personal responsibility. One important question that has arisen is whether welfare recipients attending college must drop out to meet the law's work requirements. We are writing to provide information about how students can meet the law's work requirements while continuing their education.

Under the Temporary Assistance for Needy Families (TANF) welfare program, summarized in the enclosure, recipients can combine their required work activity with additional education. Although it is not easy to raise children, work in a job, and go to school at the same time, many Americans do so each year. Most undergraduate students, whether or not they are raising a child, work while attending college. Almost all part-time students work; over half of full-time students work over 20 hours per week.

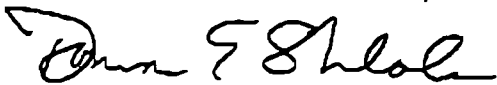
We encourage colleges to work with state and local officials to provide employment opportunities that are aligned with academic schedules and allow students to stay in school. In particular, colleges may be able to use the Federal Work Study (FWS) Program, administered by the Department of Education, to enable students to meet TANF's work requirements by providing jobs that are consistent with state TANF rules. Federal law does not limit the number of hours that a student can work under the Federal Work Study Program, so long as the student's academic and financial need and the college's FWS allocation are taken into account. States and Indian tribes may count, and the Federal Government will recognize, such work as counting towards the law's work participation requirements, provided the required number of hours of work are performed.

In addition, we encourage colleges to explore with state and local officials other ways to accommodate college attendance with the requirements of welfare reform. As described in the enclosure, states and tribes have the authority to use an array of services and activities, including education and training, to prepare recipients for work and self-sufficiency. A list of state welfare agency administrators is enclosed.

Page 2

Achieving the Administration's goals of making welfare reform a success and increasing access to college education depends upon continued cooperative effort from many parties. We look forward to working with you and state and local officials in this process. Please feel free to call upon us or one of the contacts on the enclosed list if you have any questions. A copy of this letter is being sent to your State Welfare Agency Administrator.

Sincerely,



Donna E. Shalala  
Secretary of Health and Human Services



Richard W. Riley  
Secretary of Education

- Enclosure A: Post-Secondary Education under TANF
- Enclosure B: State Welfare Agency Administrators
- Enclosure C: Federal Agency Contacts

Enclosure A  
**POSTSECONDARY EDUCATION UNDER TANF**

The Temporary Assistance for Needy Families (TANF) program emphasizes work and short-term training leading directly to work, rather than longer term education and training. Each year, states must place an increasing percentage of their caseload in work activities that are prescribed in the statute. In Fiscal Year (FY) 1998, beginning October 1, 1997, states must engage 30 percent of all recipients in work activities, a requirement which rises to 50 percent by FY 2002. In order to be counted as "engaged in work" for the calculation of the state's participation rate, single parents must work 20 hours per week in FY 1998, and 30 hours per week by FY 2000.

Non-vocational postsecondary education does not count towards a state's participation rate. Vocational educational training, including vocational postsecondary education, is one of the specified activities, but can be counted for no more than 12 months per recipient and for no more than 30 percent of individuals who count towards the state's participation rate. States can count as work unsubsidized or subsidized employment, on-the-job-training, work experience, community service, providing child care services to individuals participating in community service, limited periods of job search, and secondary school for teen parents.

States must require all recipients to work after receiving benefits for 24 months, whether or not consecutive. For the purpose of this requirement, work is defined by the state. Many states are choosing to impose work requirements earlier. Federal funds may not be used to provide assistance to families containing an adult who has received assistance for more than 60 months under the TANF program, and states may impose shorter time limits.

Although some postsecondary activities may not be countable for the state's participation rate, states are not otherwise precluded from spending their TANF dollars on these activities, so long as they promote job preparation, work, and self-sufficiency for needy families or promote one of the other primary goals of the TANF program. At the same time, states receive credit towards the participation rate for caseload reductions not caused by eligibility changes. An effective welfare-to-work program that includes support of postsecondary education, therefore, could help a state achieve the participation rate requirement even if participation in those specific activities is not countable.

Many states are using their flexibility under the welfare law to help welfare recipients combine work and education. For example:

- ☐ Florida provides up to two years of supportive services, including child care, to individuals who successfully leave welfare for work and who wish to return to school in order to move to a better job.
- ☐ California is increasing work-study positions for welfare recipients and has received an AmeriCorps grant to support service-learning positions for recipients studying early childhood education.

-2-

States and tribes have great flexibility in designing their TANF programs. The scheduling of work activities and the availability of child care for both work and classes, for example, affect whether taking college classes is a real possibility for recipients. University officials may wish to explore with appropriate officials at the state and local level these and other options to accommodate college attendance with the requirements of welfare. Such a dialogue might include, for example, student employment opportunities on campus or other arrangements, such as internships or work cooperatives, that would allow these students to continue their studies, whether full- or part-time. The possibility of redesigning courses and programs to meet the new needs of welfare recipients for intensive, short-term, job-oriented training also merits consideration. States that wish to promote college as an option can also leverage resources from outside the welfare system to support this goal.

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Ms. Joan E. Ohl  
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**Enclosure C**  
**Federal Agency Contacts**

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Office of the General Counsel  
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Office of Elizabeth Hicks  
Deputy Assistant Secretary for Student Financial Assistance Programs  
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Jacqueline Woods  
Liason for Community Colleges  
Office of Vocational and Adult Education  
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TO: JOHN GOMPERTS

FROM: DIANA FORTUNA

Attached is the letter I told you about that we sent to college presidents on college work study and welfare. Do you think this would be interesting to Alter? If so, is there a natural way for you to get it to him, or should we? Let me know.

Fax

Cover plus 4

565-2784

**FAX TRANSMITTAL****DATE:** 8/29**TO:** Diana Fortuna, DPC**FAX NUMBER** 436-7431**VOICE NUMBER** \_\_\_\_\_**FROM:** Elizabeth Lower-Basch HHS/ASPE**FAX NUMBER** \_\_\_\_\_**VOICE NUMBER** 202-690-6808**NUMBER OF PAGES, INCLUDING COVER** 7**Comments** This will go into clearance, & should be  
signed by the middle of next week.  
\_\_\_\_\_  
\_\_\_\_\_



THE SECRETARY OF HEALTH AND HUMAN SERVICES  
WASHINGTON, D.C. 20201

Dear Colleague:

The welfare reform law that President Clinton signed last year emphasizes work and personal responsibility. One important question that has arisen is whether welfare recipients attending college must drop out to meet the law's work requirements. We are writing to provide information about how students can meet the law's work requirements while continuing their education.

Under the Temporary Assistance for Needy Families (TANF) welfare program, summarized in the attachment, recipients can combine their required work activity with additional education. Although it is not easy to raise children, work in a job, and go to school at the same time, many Americans do so each year. Most undergraduate students, whether or not they are raising a child, work while attending college. Almost all part-time students work; over half of full-time students work over 20 hours per week.

We encourage colleges to work with State and local officials to provide employment opportunities that are aligned with academic schedules and allow students to stay in school. In particular, colleges may be able to use the Federal Work Study (FWS) Program, administered by the Department of Education, to enable students to meet TANF's work requirements by providing jobs that are consistent with State TANF rules. Federal law does not limit the number of hours that a student can work under the Federal Work Study program, so long as the student's academic and financial need and the college's FWS allocation are taken into account. States and Indian tribes may count and the Federal Government will recognize such work as counting towards the law's work participation requirements, provided the required number of hours of work are performed.

In addition, we encourage colleges to explore with State and local officials other ways to accommodate college attendance with the requirements of welfare reform. As described in the attachment, States and tribes have the authority to use an array of services and activities, including education and training, to prepare recipients for work and self-sufficiency. A list of State welfare agency administrators is enclosed.



Page 2

Achieving the Administration's goals of making welfare reform a success and increasing access to college education depends upon continued cooperative effort from many parties. We look forward to working with you and State and local officials in this process. Please feel free to call upon us or one of the contacts on the attached list if you have any questions.

Sincerely,

Donna E. Shalala  
Secretary of Health and Human Services

Richard W. Riley  
Secretary of Education

cc: State welfare agency administrators

Attachment A: Post-Secondary Education under TANF  
Attachment B: Federal Agency Contacts  
Attachment C: State Welfare Agency Administrators

Attachment A  
**POSTSECONDARY EDUCATION UNDER TANF**

The Temporary Assistance for Needy Families (TANF) program emphasizes work and short-term training leading directly to work, rather than longer term education and training. Each year, States must place an increasing percentage of their caseload in work activities that are prescribed in the statute. In Fiscal Year (FY) 1998, beginning October 1, 1997, States must engage 30 percent of all recipients in work activities, a requirement which rises to 50 percent by FY 2002. In order to be counted as "engaged in work" for the calculation of the State's participation rate, single parents must work 20 hours per week in FY 1998, and 30 hours per week by FY 2000.

Non-vocational postsecondary education does not count towards a State's participation rate. Vocational educational training, including vocational postsecondary education, is one of the specified activities, but can be counted for no more than 12 months per recipient and for no more than 30 percent of individuals who count towards the State's participation rate. States can count as work unsubsidized or subsidized employment, on-the-job-training, work experience, community service, providing child care services to individuals participating in community service, limited periods of job search, and secondary school for teen parents.

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Many States are using their flexibility under the welfare law to help welfare recipients combine work and education. For example:

- Florida provides up to two years of supportive services, including child care, to individuals who successfully leave welfare for work and who wish to return to school in order to move to a better job.
- California is increasing work-study positions for welfare recipients and has received an AmeriCorps grant to support service-learning positions for recipients studying early childhood education.

States and tribes have great flexibility in designing their TANF programs. The scheduling of work activities and the availability of child care for both work and classes, for example, affect whether taking college classes is a real possibility for recipients. University officials may wish to explore with appropriate officials at the State and local level these and other options to accommodate college attendance with the requirements of welfare. Such a dialogue might include, for example, student employment opportunities on campus or other arrangements, such as internships or work cooperatives, that would allow these students to continue their studies, whether full- or part-time. The possibility of redesigning courses and programs to meet the new needs of welfare recipients for intensive, short-term, job-oriented training also merits consideration. States that wish to promote college as an option can also leverage resources from outside the welfare system to support this goal.

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## 8/25/97 DRAFT LETTER TO COLLEGE PRESIDENTS

Dear:

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Under the Temporary Assistance for Needy Families (TANF) welfare program, summarized in the attachment, recipients can combine their required work activity with additional education. Although it is not easy to raise children, work in a job, and go to school at the same time, many Americans do so each year. Most undergraduate students, whether or not they are raising a child, work while attending college. Almost all part-time students work; over half of full-time students work over 20 hours per week.

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In addition, we encourage colleges to explore with State and local officials other ways to accommodate college attendance with the requirements of welfare reform. As described in the attachment, States and tribes have the authority to use an array of services and activities, including education and training, to prepare recipients for work and self-sufficiency. A list of State welfare agency administrators is enclosed.

Achieving the Administration's goals of making welfare reform a success and increasing access to college education requires continued cooperative effort from many parties. We look forward to working with you and State and local officials in this process. Please feel free to call upon us, your U.S. Department of Health and Human Services Regional Administrator (see attached list) or Ted Sky, Senior Counsel, U.S. Department of Education (phone: 202 401-6000; fax: 202 205-2689) if you have any questions.

Sincerely,

Donna E. Shalala  
Secretary of Health and Human Services

Richard W. Riley  
Secretary of Education

cc: State welfare directors

8/25/97 DRAFT

ATTACHMENT  
POSTSECONDARY EDUCATION UNDER TANF

The Temporary Assistance for Needy Families (TANF) program emphasizes work and short-term training leading directly to work, rather than longer term education and training. Each year, States must place an increasing percentage of their caseload in work activities that are prescribed in the statute. In Fiscal Year (FY) 1998, beginning October 1, 1997, States must engage 30 percent of all recipients in work activities, a requirement which rises to 50 percent by FY 2002. In order to be counted as "engaged in work" for the calculation of the State's participation rate, single parents must work 20 hours per week in FY 1998, and 30 hours per week by FY 2000.

Non-vocational postsecondary education does not count towards a State's participation rate. Vocational educational training, including vocational postsecondary education, is one of the specified activities, but can be counted for no more than 12 months per recipient and for no more than 30 percent of individuals who count towards the State's participation rate. States can count as work unsubsidized or subsidized employment, on-the-job-training, work experience, community service, providing child care services to individuals participating in community service, limited periods of job search, and secondary school for teen parents.

States must require all recipients to work after receiving benefits for 24 months, whether or not consecutive. For the purpose of this requirement, work is defined by the State. Many States are choosing to impose work requirements earlier. Federal funds may not be used to provide assistance to families containing an adult who has received assistance for more than 60 months, and States may impose shorter time limits.

Although some postsecondary activities may not be countable for the State's participation rate, States are not otherwise precluded from spending their TANF dollars on these activities, so long as they promote job preparation, work, and self-sufficiency for needy families or promote one of the other primary goals of the TANF program. At the same time, States receive credit towards the participation rate for caseload reductions not caused by eligibility changes. An effective welfare-to-work program that includes support of postsecondary education, therefore, could help a State achieve the participation rate requirement even if participation in those specific activities is not countable.

Many States are using their flexibility under the welfare law to help welfare recipients combine work and education. For example:

- Florida provides up to two years of supportive services, including child care, to individuals who successfully leave welfare for work and who wish to return to school in order to move to a better job.
- California is increasing work-study positions for welfare recipients and has received an AmeriCorps grant to support service-learning positions for recipients studying early childhood education.

States and tribes have great flexibility in designing their TANF programs. The scheduling of work activities and the availability of child care for both work and classes, for example, affect whether taking college classes is a real possibility for recipients. University officials may wish to explore with appropriate officials at the State and local level these and other options to accommodate college attendance with the requirements of welfare. Such a dialogue might include, for example, student employment opportunities on campus or other arrangements, such as internships or work cooperatives, that would allow these students to continue their studies, whether full- or part-time. The possibility of redesigning courses and programs to meet the new needs of welfare recipients for intensive, short-term, job-oriented training also merits consideration. States that wish to promote college as an option can also leverage resources from outside the welfare system to support this goal.

— 289-6555

- Send to Elaine

- w/s @ work a problem?

—



To: Cynthia Rice  
fax: 456-7431

From: Elizabeth Lower-Basch  
phone: 690-6808  
fax: 690-6562

Re: Letter to college presidents

Here's the latest draft.

Ted Sky is checking to find out if the HHS changes to paragraph 3 of the letter are ok with the Department of Education.

I am working to get approval from HHS for ED to share this draft with the educational community.

Please let me know if you have any comments.

Diana -  
Here's the  
state of play on  
the education letter.  
Please review + vet w/  
Elaine Ryan

CR

✓ 1) HHS will make the attached change  
and fax first thing Monday morning  
to DOE + DPC

2) DOE will vet with education groups  
→ require response within 2 days

→ 3) DPC will vet w/ APWA

4) Vetted version will go through final  
agency clearance

→ 5) F + wk hours stat - ck.

## 8/22/97 DRAFT LETTER TO COLLEGE PRESIDENTS

Dear:

The welfare reform law that President Clinton signed last year emphasizes work and personal responsibility. One important question that has arisen is whether welfare recipients attending college must drop out to meet the law's work requirements. We are writing to provide information about how students can meet the law's work requirements while continuing their education.

Under the Temporary Assistance for Needy Families (TANF) <sup>?</sup> ~~welfare~~ program, summarized in the attachment, recipients can combine their required work activity with additional education. Although it is not easy to raise children, work in a job, and go to school at the same time, many Americans do so each year. Most undergraduate students, whether or not they are raising a child, work while attending college. Almost all part-time students work; over half of full-time students work over 20 hours per week.

We encourage colleges to work with State and local officials to provide employment opportunities that are aligned with academic schedules and allow students to stay in school. In particular, colleges may be able to use the Federal Work Study (FWS) Program, administered by the Department of Education, to enable students to meet TANF's work requirements by providing jobs that are consistent with State TANF rules. Federal law does not limit the number of hours that a student can work under the Federal Work Study program, so long as the student's academic and financial need and the college's FWS allocation are taken into account. States and Indian tribes ~~may~~ recognize such work as meeting the law's work participation requirements, so long as the required number of hours of work are performed.

CUNY  
FWS

*may count and the federal government will*

In addition, we encourage colleges to explore with State and local officials other ways to accommodate college attendance with the requirements of welfare reform. As described in the attachment, States and tribes have the authority to use an array of services and activities, including education and training, to prepare recipients for work and self-sufficiency. A list of State welfare agency administrators is enclosed.

*depends on*

Achieving the Administration's goals of making welfare reform a success and increasing access to college education requires continued cooperative effort from many parties. We look forward to working with you and State and local officials in this process. Please feel free to call upon us, your U.S. Department of Health and Human Services Regional Administrator (see attached list) or Ted Sky, Senior Counsel, U.S. Department of Education (phone: 202 401-6000; fax: 202 205-2689) if you have any questions.

Sincerely,

Donna E. Shalala  
Secretary of Health and Human Services

Richard W. Riley  
Secretary of Education

cc: State welfare directors

8/22/97 DRAFT

## ATTACHMENT POSTSECONDARY EDUCATION UNDER TANF

The Temporary Assistance for Needy Families (TANF) program emphasizes work and short-term training leading directly to work, rather than longer term education and training. Each year, States must place an increasing percentage of their caseload in work activities that are prescribed in the statute. In Fiscal Year (FY) 1998, beginning October 1, 1997, States must engage 30 percent of all recipients in work activities, a requirement which rises to 50 percent by FY 2002. In order to be counted as "engaged in work" for the calculation of the State's participation rate, single parents must work 20 hours per week in FY 1998, and 30 hours per week by FY 2000.

Non-vocational postsecondary education does not count towards a State's participation rate. Vocational educational training, including vocational postsecondary education, is one of the specified activities, but can be counted for no more than 12 months per recipient and for no more than 30 percent of individuals who count towards the State's participation rate. States can count as work unsubsidized or subsidized employment, on-the-job-training, work experience, community service, providing child care services to individuals participating in community service, limited periods of job search, and secondary school for teen parents.

BR? States must require all recipients to work after receiving benefits for 24 months, whether or not consecutive. For the purpose of this requirement, work is defined by the State. Many States are choosing to impose work requirements earlier. Federal funds may not be used to provide assistance to families containing an adult who has received assistance for more than 60 months, and States may impose shorter time limits.

offer  
starting  
when  
law was  
signed?

Although some postsecondary activities may not be countable for the State's participation rate, States are not otherwise precluded from spending their TANF dollars on these activities, so long as they promote job preparation, work, and self-sufficiency for needy families or promote one of the other primary goals of the TANF program. At the same time, States receive credit towards the participation rate for caseload reductions not caused by eligibility changes. An effective welfare-to-work program that includes support of postsecondary education, therefore, could help a State achieve the participation rate requirement even if participation in those specific activities is not countable.

Many States are using their flexibility under the welfare law to help welfare recipients combine work and education. For example:

- Florida provides up to two years of supportive services, including child care, to individuals who successfully leave welfare for work and who wish to return to school in order to move to a better job.
- California is increasing work-study positions for welfare recipients and has received an AmeriCorps grant to support service-learning positions for recipients studying early childhood education.

Eliz?  
if not A\* say CNS

States and tribes have great flexibility in designing their TANF programs. The scheduling of work activities and the availability of child care for both work and classes, for example, affect whether taking college classes is a real possibility for recipients. University officials may wish to explore with appropriate officials at the State and local level these and other options to accommodate college attendance with the requirements of welfare. Such a dialogue might include, for example, student employment opportunities on campus or other arrangements, such as internships or work cooperatives, that would allow these students to continue their studies, whether full- or part-time. The possibility of redesigning courses and programs to meet the new needs of welfare recipients for intensive, short-term, job-oriented training also merits consideration. States that wish to promote college as an option can also leverage resources from outside the welfare system to support this goal.

To: Diana Fortuna  
Cynthia Rice  
fax: 456-7431

From: Elizabeth Lower-Basch  
phone: 690-6808

Re: Joint letter from Secretaries Shalala and Riley

HHS is comfortable with this version of the materials, which reflect Cynthia's changes to the draft of last Friday. We have sent it to ED, indicating that they may share this draft with the educational community.

Cynthia/Diana -

I'm not thrilled with this letter. In a number of places on the first page, it suggests that we approve of education instead of work (as preparation for real jobs), instead of education in addition to **FAX TRANSMITTAL** work. The whole point of the letter is supposed to be the latter. It's supposed to be about what only appears 3/4 of

**DATE:** 8-18-97 the way through - the

ability to work-study to allow students to do both. If

**TO:** Cynthia Rice you think you're going to have

trouble getting the letter along

**FAX NUMBER** 456-7431 then lines - or if you're

**VOICE NUMBER** 456-2846 not sure exactly what changes I'm requesting -

call me. Thanks.

Elen

**FROM:** Michele Ahera for Ann Rosewater

**FAX NUMBER** 690-6562

**VOICE NUMBER** 401-6638

**NUMBER OF PAGES, INCLUDING COVER** 4

**Comments** This is the latest draft of the letter on post-secondary education under TANF. We are now sending the letter through formal HHS clearance, and to Dept. of Education for their review. Please forward any comments to Elizabeth Lower-Basch (690-6808) or Michele Ahera (401-6638) in ASPE - They both can be reached in the morning. We're hoping to move this

DRAFT      DRAFT      DRAFT      DRAFT      DRAFT      DRAFT

Letter to college presidents:

Dear:

The welfare reform law that President Clinton signed in August 1996 emphasizes responsibility from those receiving welfare. The law requires recipients to work to ensure that welfare provides only temporary support while the family moves to self-sufficiency. We are writing you to provide information on how the new welfare law may affect college students receiving welfare.

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996, which authorizes the Temporary Assistance for Needy Families (TANF) program, provides States with broad flexibility to design and implement welfare reform programs that will move recipients into the workforce. Major relevant provisions of the TANF statute are summarized in the attachment. The new law focuses strongly on work. In Fiscal Year 1998, States must engage 30 percent of all recipients in work; single parents must work 20 hours per week in order to be counted. The new law provides States with the authority to use an array of services and activities, including education and training, to prepare recipients for work and self-sufficiency. Combining activities -- for example, combining employment with education -- is one strategy that States can consider as they design their programs.

The Administration is committed to promoting lifelong learning and higher education, which can help individuals obtain and retain high quality stable jobs. We are pleased to see that many States are using their flexibility under the welfare law to support these goals. For example:

- ▶ Florida provides up to two years of supportive services, including child care, to individuals who successfully leave welfare for work and who wish to return to school in order to move to a better job.
- ▶ California is increasing work-study positions for welfare recipients and has received an AmeriCorps grant to support service-learning positions for recipients studying early childhood education.

We encourage you to explore with appropriate officials at the State and local level other options to accommodate college attendance with the requirements of welfare reform. Your participation in this process might enable more of your students who receive welfare to remain in school. Such a dialogue might include, for example, student employment opportunities on campus or other arrangements, such as internships or work cooperatives, that would allow these students to continue their studies, whether full- or part-time. The possibility of redesigning courses and programs to meet the new needs of welfare recipients for intensive, short-term, job-oriented training also merits consideration.

The Federal Work-Study (FWS) Program, administered by the U.S. Department of Education, is an example of a resource for expanding student employment opportunities. The FWS Program

provides an opportunity for many students to work on- or off-campus, in keeping with their academic schedules. Federal law does not limit the number of hours that a student can work under the FWS program. Thus, students can use their FWS hours to meet work requirements under TANF, if consistent with State TANF determinations as to what is work. The student's academic and financial need and the college's FWS allocation must also be taken into account.

A list of State welfare agency administrators is enclosed. If you have questions for us, please address them to:

Achieving the Administration's goals of making welfare reform a success and increasing access to college education requires continued cooperative effort from many parties. We look forward to continuing to work with you and with State and local officials in this process.

Sincerely,

Donna E. Shalala  
Secretary of Health and Human Services

Richard W. Riley  
Secretary of Education

cc: State welfare agencies



DRAFT DRAFT DRAFT DRAFT DRAFT DRAFT

## POST-SECONDARY EDUCATION UNDER TANF

The Temporary Assistance for Needy Families (TANF) program emphasizes work and short-term training leading directly to work rather than longer term education and training. Each year, States must place an increasing percentage of their caseload in work activities that are prescribed in the statute. (In FY 1998, States must engage 30 percent of all recipients in work rising to 50 percent by FY 2002. In FY 1998, single parents must work 20 hours per week, increasing to 30 hours per week by FY 2000 in order to be counted as "engaged in work" for the calculation of the State's participation rate.)

Non-vocational post-secondary education does not count towards a State's participation rate. Vocational educational training, including vocational post-secondary education, is one of the specified activities, but can be counted for no more than 12 months per recipient and for no more than 30 percent of individuals who count towards the State's participation rate. (Other work activities that states can count are unsubsidized or subsidized employment, on-the-job-training, work experience, community services, providing child care services to individuals participating in community service, limited periods of job search, and secondary school for teen parents.)

States must require all recipients to work after receiving benefits for 24 months, whether or not consecutive. For the purpose of this requirement, work is defined by the State. Many States are choosing to impose work requirements earlier. Federal funds may not be used to provide assistance to families containing an adult who has received assistance for more than 60 months, and States may impose shorter time limits.

Although some post-secondary activities may not be countable for the State's participation rate, States are not otherwise precluded from spending their TANF dollars on these activities, so long as they promote job preparation, work, and self-sufficiency for needy families or promote one of the other primary goals of the TANF program. At the same time, States receive credit towards the participation rate for caseload reductions not caused by eligibility changes. An effective welfare-to-work program which includes support of post-secondary education, therefore, could help a State achieve the participation rate requirement even if participation in those specific activities are not countable.

In addition, federal law does not preclude States from encouraging recipients to combine their required work activity with additional education. Although it is not easy to raise children, work in a job, and go to school at the same time, many Americans do so each year. Most undergraduate students, whether or not they are raising a child, work while attending college. Almost all part-time students work; over half of full-time students work over 20 hours per week.

States have great flexibility to design their TANF programs. The scheduling of work activities and the availability of child care for both work and classes, for example, affect whether taking college classes is a real possibility for recipients. States that wish to promote college as an option can also leverage resources from outside the welfare system to support this goal.