

Withdrawal/Redaction Sheet

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. list	Welfare to Work Meeting (partial, DOB, SSN) (1 page)	02/19/1998	b(6)
002. list	White House Welfare Meeting (partial, DOB, SSN) (2 pages)	02/23/1998	b(6)
003. list	Welfare to Work Meeting (partial, DOB, SSN) (1 page)	02/19/1998	b(6)
004. email	To Donna L. Geisbert from Elizabeth Gregory re: Welfare to Work (partial, DOB, SSN) (2 pages)	02/20/1998	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Diana Fortuna
OA/Box Number: 12021

FOLDER TITLE:

Comm[unity] Colleges/Welfare

2018-0525-S

ry2241

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
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C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

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Adriana D. Barrera, Ph.D.
President



915-831-2112 • Fax 594-5024
Internet: adrianab@epcc.edu
PO. Box 20500 • El Paso, TX 79998-0500

Pathway to the Future • El Paso al Futuro



Lydia Ledesma-Reese, Ed.D.
President

2405 East College Way
Mount Vernon, WA 98273-5899
E-MAIL: lledesma@ctc.edu

OFFICE: (360) 416-7997
FAX: 416-7773
WEB SITE: www-svc.ctc.edu



Yosemite Community College District
P.O. Box 4065 / Modesto, CA 95352
2201 Blue Gum Avenue / (209) 575-6508

Pamila J. Fisher
Chancellor

James F. McKenney
Director of Economic Development

AACC

AMERICAN ASSOCIATION OF COMMUNITY COLLEGES

One Dupont Circle, NW, Suite 410, Washington, DC 20036-1176
202/728-0200, Ext. 226 FAX 202/833-2467
Internet: jmckenney@aacc.nche.edu

- Unduly restrictive state def's
- ~~Emil Rasco~~ → Moriarty, Oregon
- H Perf - Assoc + Dept.
- Pell card they used for training (non-credit edue)
- Edu + Work

↓ 50% - 12 credits

→ Frn Ad officers - 2 yr

NY - no \$

- can't always track

Appalachia - not enough jobs

- HHS discourage federal grants

Specific case - why (not consist ^{WYoming} + Maine)

Shorter courses - 6-9 wk courses

Rumors

Child care

0-2 1/2 infant/toddler incl esp non trad hours

From emerg funds - comm act

Those who don't read - OK if they do, can make it ok
States will cream at first and succeed

MTW - 38,000 - 25,000 ; 12,500 of them < 6th grade
child care - west side

As tougher cases come in

Diff interps of 20% / 30% - 6 w/2 agencies - ea diff

Serves on PLE - transp jobs; urban to suburban

Go undrgd.

Texas - currics hw to be approved in Austin

State links - gd - OE CA

NY - no - DS + labor power struggle

→ Clinical exps don't count

Does it help? - Hard to know

- yes, wkld - Ky - emo spt, case wks - progr dtd

30% well - w/s
w/s - not enough

2/23/98

w/s - May not get \$ inc
\$ for America Reads

Ky - match for
res. ctrs in schools
supplant

all students like

Frost - help them
be advocates

→ Visit
Schools

→ APD sit
cover non-degre

- w/s
- state corp.

~~State~~
~~Corp~~

Post process

State WTW -
+ 12% trade lic.

CalWORKs: A Community College Response

Welfare Reform at Modesto Junior College: A Chronology

Fall, 1986 – welfare-to-work begins at Modesto Junior College

Fall, 1996 – welfare reform legislation passes

January, 1997 – YCCD Chancellor, Pam Fisher, shares TANF planning assumptions

February, 1997 – MJC President, Maria Sheehan, convenes

MJC Welfare Reform Task Force (a cross-discipline, cross-functional group including faculty, Academic Senate President, classified staff, administrators, CalWORKs students and staff from the Department of Social Services (including the deputy director).

Summer, 1997 – California passes welfare-to-work law known as CalWORKs

Fall, 1997 – Funding received from Chancellor's Office to prepare systems to serve the needs of CalWORKs students

Spring, 1998 – MJC faculty and staff implement CalWORKs system on campus

Campus CalWORKs Picture:

1700 TANF students @ MJC

850 in at least 1 credit course

64.5% - enrolled in more than 12 units

82% are female students

Grade Point Average of 2.53 – TANF students

Grade Point Average of 2.69 – all other MJC students

Campus Needs Identified:

Child Care (Vouchers, Staffing and Facilities)

Transportation (Support Service Payments)

Tutoring

Open Entry/Open Exit Delivery of Education & Training

Curriculum Design & Alternative Delivery Methodologies

Short-Term Vocational Skills Training

Basic Skills/ESL/SCANS Curricula

Computer Assisted Learning Labs

Assessment of Skills and Career Interests

Work-Study Program

Work Experience & Workfare (Community Service) Programs

Job Development & Placement

Disability Student Programs & Services Placement

Disability Student Programs & Services High Tech Center

Job Club/Job Search Workshops

Learning Disabilities Assessment & Services

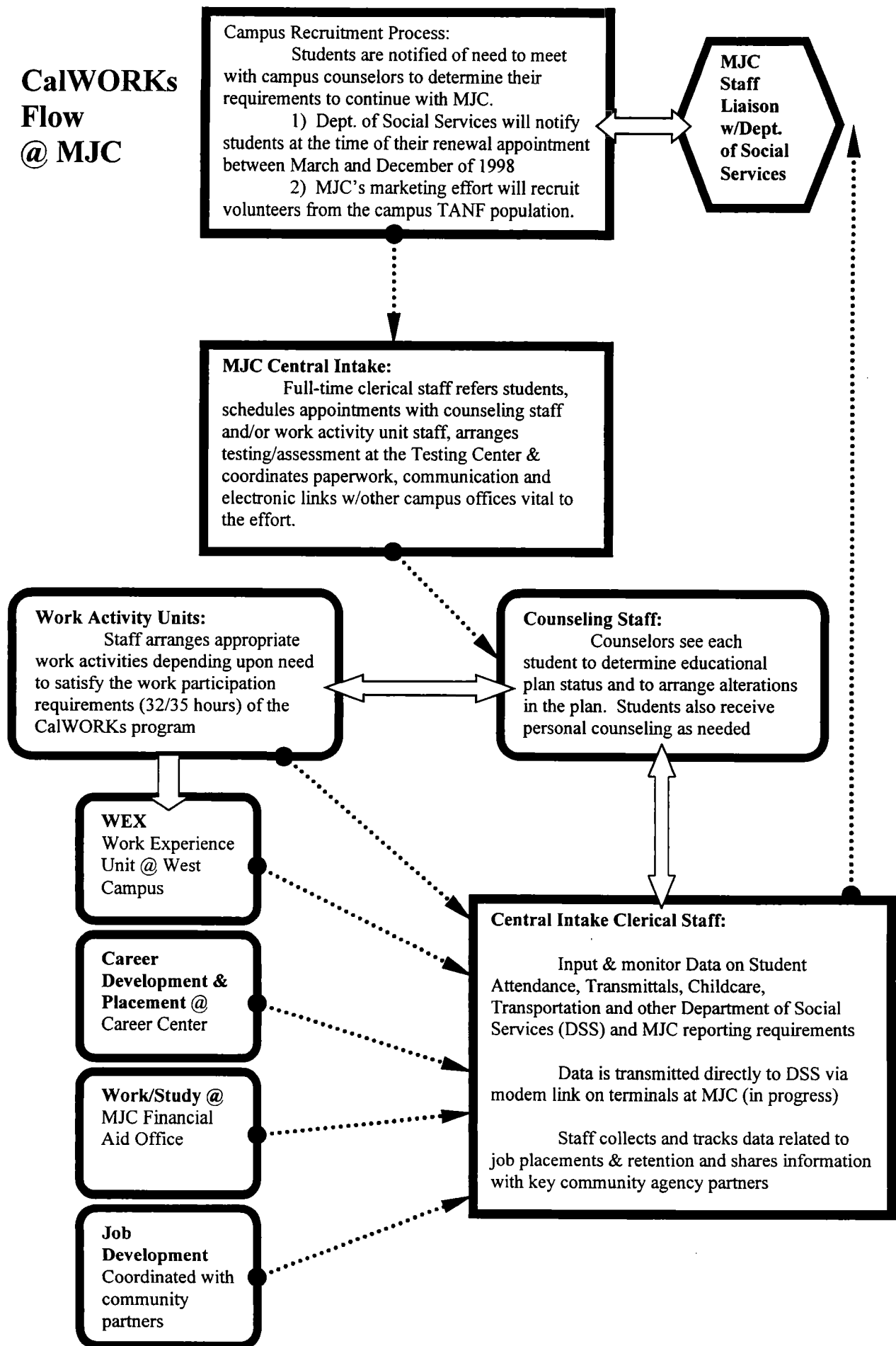
DSPS Placement & Services (including mental health)

Partnership with Community Agencies & Business

The MJC welfare reform experience has been characterized by a very positive relationship with the Stanislaus County Department of Social Services. Without trust, accountability and true collaboration, our efforts would not have been realized. This inter-agency relationship continues to blossom in light of our past joint ventures and the hope for future success. Here is a look at offerings developed in concert with DSS, the Stanislaus County Private Industry Council and industry partners to meet the needs of our CalWORKs population:

- Basic Skills – Open Entry/Open Exit ESL, GED and other basic skills offerings for TANF and JTPA recipients...courses are offered daily which augment work experience assignments and computer assisted learning (non-credit).
- Open Entry/Open Exit Basic Skills Computer Labs – Two state-of-the-art, open entry/open exit labs with 5 interactive software packages for the basic skills learner (105 stations campuswide funded by MJC, GAIN and JTPA)
- Work Experience Program linked to Basic Skills Development – MJC contracts with the Department of Social Services to provide entry level work experience assignments in the public and private sectors. Our clientele is largely limited English proficient with limited work histories.
- Job Club (college credit) – MJC currently provides staff for four, 24-hour “Job Club” offerings per month at the Department of Social Services. Students include CalWORKs, General Assistance, JTPA-eligible and the general public. One unit of college credit is attached to these job search courses.
- Office Administration Lab – A state-of-the-art, forty-station computer lab offering the office administration curriculum in an open lab format...students enroll in open-entry/open-exit coursework and complete on their own schedule. College credit and transfer level courses are offered. An office procedures segment will soon be added to an existing menu of 25 college courses.
- Stanislaus County Culinary Academy – A recent project of the Stanislaus Restaurant Association, MJC, the PIC and GAIN/DSS to develop and implement an intensive training program for welfare recipients, displaced workers and the general public in hospitality management and food service. The project is in its fifth month of operation and is offered for college credit.
- Americorps National Service Program – MJC is one of 15 colleges in an Americorps grant to the Chancellor’s Office of the California Community Colleges. Forty Americorps members who are CalWORKs recipients have been selected to serve as pre-literacy skills tutors to 3-5 year old children in local, state-supported child care facilities. The grant began here at MJC on January 1, 1998.

CalWORKs Flow @ MJC



Projects in Development

Below is a listing of other potential projects in various stages of planning with local business, campus and community agency officials to meet the needs of our CalWORKs population in the coming months:

- ✓ Sales Training Academy
- ✓ On-Site "Evening College" @ Department of Social Services
- ✓ SCANS Work Skills Curriculum
- ✓ Domestic Violence Training for DSS staff
- ✓ Child Care Assistant Training Program
- ✓ Day Care Operator Training Program
- ✓ Landscape Maintenance Training Program
- ✓ Small Engine Repair Training Program
- ✓ Home Health Aide Training Program
- ✓ Manufacturing Technology Center
- ✓ Computer Keyboard Training Program
- ✓ other short-term vocational offerings

Collaboration and planning with our local Department of Social Services, local businesses and other agencies does not end at the campus level. Our Chancellor is a member of Stanislaus County's Welfare Reform Steering Committee convened by the county CEO. Our Chancellor, President and Training Resource Center director sit on the Public Agency Council, a body of local elected and agency officials determining the future of the One-Stop Career Center system in Stanislaus County. Our Training Resource Center director sits on the Department of Social Services Welfare Task Force, a staff level team that is shaping department policies and procedures. Also, our Training Resource Center director sits as co-chair of the local One-Stop Design Team, which is building the One-Stop system, center by center. Below is a listing of accomplishments of the One-Stop Design Team partners (please note the CalWORKs focus of the County Center III site):

Stanislaus County's One-Stop Career Center System: The Stanislaus County One-Stop Design Team has developed a vision of Stanislaus County's One-Stop system. Recent efforts among several county stakeholders have resulted in the following:

Model One-Stop at EDD Network Center, 12th and G Streets in downtown Modesto (site serves the general public, unemployment insurance claimants, JTPA, CalWORKs, and all job seekers and employers)

Network Center site at Community Services Facility - 251 E. Hackett Road, Modesto (site serves JTPA, GAIN and public)

Shared Website at www.stannet.org and a \$100,000 state grant to build the electronic infrastructure among over 25 community partners

10th Street Place facility in progress in downtown Modesto (site will serve employer community's economic development and workforce preparation needs)

MJC Career Center will continue service to MJC's student population and the general public on campus

County Center III site scheduled for a July 1, 1998 opening will house a variety of welfare-to-work and workforce preparation activities. Planned activities at the site may include:

- ✓ CalWORKs Temporary Employment Center
- ✓ Job Club/Job Search Workshops
- ✓ SCANS Curriculum Offerings
- ✓ Orientation Sessions
- ✓ Assessment of Learning/Interests/Abilities
- ✓ Drop-In Child Care Center
- ✓ Co-located staff from: EDD, PIC, DSS, MJC, Public Health, Mental Health & Domestic Violence Counseling Center

Our Vision: The nation's model one-stop work force preparation system empowering youth, adults, employers and the community to attain a model local economy.

Our Mission: To create an exemplary work force preparation system in Stanislaus County with a web of community partners from business, education, government, labor and the community at large. The system provides employers with a highly qualified work force and prospective employees with the tools to gain the skills necessary to compete for meaningful employment.

Central Intake Unit	Orientation/Basic Skills & Campus Support Services	Job Skills Training & Education
Identification of - Student Population - Educational Programs - Activity Participation Participants must meet 18 month test 32 hour test Coordinate all of the above with A-E	A. Career Orientation B. Soft & Basic Skills Curriculum C. Counseling D. Job Development/ Placement & Work Study E. Childcare & Transportation F. Coordination/ID/ Tracking	- Certificate Programs - Degree Programs - Contract Training - Community Education - New Programs
Job Placement		
Self-Sufficiency & Continuous Learning		

CalWORKS/TANF Funding

TANF Funding

\$301,726

CalWORKS Coordination

\$98,066

CalWORKS Curriculum Development/Design

\$98,066

CalWORKS Job Development/Job Placement

\$98,066

CalWORKs Work-Study

\$343,230

CalWORKs Childcare

\$281,939

Additional CalWORKs Childcare or Work-Study

\$306,456

TOTAL = \$1,527,547

CalWORKs/TANF Funding Matrix		
TANF Funding	Tutoring Counseling Books LD Assessment Clerical Staff Tracking/Coordination	\$301,726
CalWORKs Coordination	Tracking/Coordination Liaison w/DSS & others: Coordination w/ other CalWORKs functions on and off campus	\$ 98,066
CalWORKs Curriculum Development/Design	Creation of new curricula to meet the needs of CalWORKs recipients on campus;	\$ 98,066
CalWORKs Job Development/Job Placement	Creation of extra support for development of "sites" for CalWORKs recipients to meet work activity requirements...sites will include WEX, internship, Work/Study, PT & FT employment	\$ 98,066
CalWORKs Work-Study	Develop work-study slots for current CalWORKs recipients on campus. Slots must be related to field of study in a high labor market demand area	\$343,230
CalWORKs Childcare	Increase childcare services to CalWORKs students on campus by increasing slots available in campus childcare centers and expanding services on campus and elsewhere; coordinate closely with SCOE and DSS	\$281,939
Additional CalWORKs Childcare or Work-Study	Additional funding to augment the Childcare and/or Work-Study objectives listed above	\$306,456
TOTAL		\$1,527,547



U.S. DEPARTMENT OF EDUCATION

FAX TRANSMISSION

Office of the Secretary
600 Independence Avenue, SW
Washington, D.C. 20202
Office: (202) 401-3058
Fax: (202) 401-0596

TO: Donna - For Diana

DATE: 2/20/98

FAX: 456-7431

PAGES: 17 , including cover.

FROM:

Susan Frost
Dan Bernal
Elizabeth Gregory
Office of the Secretary

SUBJECT: Welfare to Work Background Info

COMMENTS:

Edna Caston
260-9923

MEMORANDUM TO: DIANA FORTUNA

FROM: SUSAN FROST

RE: WELFARE TO WORK MEETING

Enclosed is the clearance list, the list of college presidents and the institutions they represent, a Welfare Reform Background piece from AACC and two newsletters from AACC with special sections titled "Welfare Watch." My assistant Liz Gregory can be reached at 401-3058 if you have any questions.

Withdrawal/Redaction Marker

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February 19, 1998

MEMORANDUM TO: DIANA FORTUNA

FROM: SUSAN FROST

SUBJECT: WELFARE TO WORK MEETING

On Friday, February 20, 1998, we will have an internal meeting which you will attend via phone, at 9AM. The phone number in the room is 401-0262, and we were told to contact you via Donna if you are unable to contact us.

On Monday, February 24, 1998, we will have a meeting in room 239, OEOB, at 3PM. Attendees are listed below.

Department of Education

Jon Weintraub	
Theodore Sky	
Henry Smith	
Sarah A. Lichtman	
Steve Carter	
Susan Frost	
Daniel E. Bernal	
Carol Hampton Rasco	

AACC Staff/College Presidents

Adrianna Barrera	
John Birkholz	
Fred Capshaw	
Eileen Capshaw	
Carole Cowan	
Don Dellow	
Pam Fisher	
Debbie Floyd	
Ashley Giglio	
Brice Harris	
Lydia Ledcama-Reese	
James McKenney	
Dan Moriarty	
David Pierce	

(b)(6)

[001]

FYI - Below are possible agenda items AACC suggested - we can discuss these during the 9AM call.

- Impact of TANF on enrollment and persistence of welfare recipients
- Federal Work-Study usage by welfare recipients
- State grant programs with TANF Maintenance of Effort funds
- Length/type of education and training (e.g. degree program, short-term training, remedial, GED)
- Child Care
- Transportation

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White House Welfare Meeting - Monday, February 23, 1998**Adrianna Barrera, President, El Paso Community College, TX**

(b)(6)

John Birkholz, President, Milwaukee Area Technical College, WI

(b)(6)

Fred Capshaw, President, Community College of Philadelphia, PA

(b)(6)

[002]

Eileen Capshaw, Spouse

(b)(6)

Carole Cowan, President, Middlesex Community College, MA

(b)(6)

Don Dellow, President, Broome Community College, NY

(b)(6)

Pam Fisher, Chancellor, Yosemite Valley Community College District

(b)(6)

Debbie Floyd, President, Prestonsburg Community College, KY

(b)(6)

Ashley Giglio, Legislative Associate, AACC

(b)(6)

Brice Harris, Chancellor, Los Rios Community College District, CA

(b)(6)

Lydia Ledesma-Reese, President, Skagit Valley Community College, WA

(b)(6)

James McKenney, Director of Economic Development, AACC

(b)(6)

Dan Moriarty, President, Portland Community College, OR

(b)(6)

David Pierce, President, AACC

(b)(6)

Welfare Reform Background

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193) ends the federal government's welfare entitlement that provided welfare benefits to all eligible low-income parents and children. A block grant to states replaces the Aid to Families with Dependent Children (AFDC) program. The newly created Temporary Assistance for Needy Families (TANF) block grant combines current funding under the AFDC program, state and local AFDC administration, Emergency Assistance (EA), and the Job Opportunity and Basic Skills (JOBS) program.

Under the new law, families that have been on welfare for five cumulative years (or less at state option) are ineligible for cash aid. States are permitted to exempt up to 20 percent of the caseload from this limit. States are also permitted to use their own funds to provide assistance after five years.

Adults in families receiving assistance under the block grant are required to participate in "work activities" after receiving assistance for 24 months. In addition, states are required to achieve minimum work participation rates that start at 25 percent in FY 1997 and increase 5 percent each year until FY 2002, when the rate remains at 50 percent. States that fail to meet these targets receive reduced block grants. The state work participation rates are as follows:

FY 1997 -- 25 percent	FY 2000 -- 40 percent
FY 1998 -- 30 percent	FY 2001 -- 45 percent
FY 1999 -- 35 percent	FY 2002 and beyond -- 50 percent

An individual must participate in one of the following activities to count toward the state's work participation rate:

- 1) unsubsidized employment
- 2) subsidized private sector employment
- 3) subsidized public sector employment
- 4) work experience
- 5) on-the-job-training
- 6) job search and job readiness assistance (up to 6 weeks)
- 7) community service programs
- 8) vocational education (not to exceed 12 months)
- 9) job skills training directly related to employment
- 10) in the case of a recipient who has not received a high school diploma or GED -- education directly related to employment
- 11) in the case of a recipient who has not completed secondary school -- satisfactory attendance at secondary school or in a course of study leading to a GED
- 12) provision of child care services to an individual who is participating in a community service program

The law does not include a definition for what type of vocational education counts toward participation in work activities; the definition is left up to the states. It appears that states may include courses in basic education or developmental assistance in vocational education that

counts towards the work participation rate. If these programs are not included in the definition, there will be a disincentive for states to fund them. In any case, no more than 20 percent of a state's welfare caseload pursuing vocational education can be counted towards meeting the work participation rate. Also, teenage TANF recipients in secondary school or working towards a GED automatically count towards the 20 percent ceiling for vocational education. (The law requires teen parents without a high school diploma to participate in educational activities directed toward receiving a high school diploma or GED, or participate in an alternative education and training program approved by the state.) It is possible that much of the 20 percent maximum for vocational education would be made up of teenagers in secondary school or pursuing a GED. This would create a further disincentive for states to invest in postsecondary vocational education for welfare recipients.

The Balanced Budget Act of 1997, the reconciliation spending bill signed by President Clinton on August 5, 1997, contains several welfare-related provisions of interest to community colleges. A key issue is the amount of vocational education in each state that can count as "work." In 1996 welfare law allowed 20 percent of a state's entire welfare *caseload* to count vocational education as work. Teen parents without a high school diploma would have been automatically counted under the voc-ed cap. The Balanced Budget Act allows only 30 percent of the work participation rate to count vocational education as work. Teen parents without a high school diploma are excluded from the cap until FY 2000. This provision is an improvement over an earlier House-Senate agreement, but is significantly worse than current law as shown in the chart below.

Balanced Budget Act – Impact of Changes to Voc-Ed Cap

Fiscal Year	Balanced Budget Act Voc-Ed Cap as % of All Cases (30% wpr, teens excluded until FY 2000)	Balanced Budget Act Voc-Ed Cap on Adults in Training, After Serving Teen Parents (Rates in first column minus the 6% of cases headed by teen parents in FYs 2000 and beyond)	1996's Welfare Law Voc-Ed Cap After Serving Teens (20% of caseload minus the 6% of cases headed by teen parents)
FY 1997	7.5 % (30 % of 25 %)	7.5 %	14 %
FY 1998	9.0 % (30 % of 30 %)	9.0 %	14 %
FY 1999	10.5 % (30 % of 35 %)	10.5 %	14 %
FY 2000	12 % (30 % of 40 %)	6 %	14 %
FY 2001	13.5 % (30 % of 45 %)	7.5 %	14 %
FY 2002	15 % (30 % of 50 %)	9 %	14 %

* wpr = state work participation rate

The Act also includes \$3 billion in welfare-to-work grant funding for state and local governments. Funds will be distributed in FY 1998 and 1999, and can be used until the end of FY 2001. Grant funds will be targeted to areas with high concentrations of poverty and long-term welfare recipients. The welfare-to-work grants will be administered by the Department of

Labor and will assist long-term welfare recipients in finding and retaining jobs. More information on the welfare-to-work grants follows this summary.

Minimum-wage and a range of worker protection laws were retained for those recipients who move from welfare to subsidized public and nonprofit jobs.

The Balanced Budget Act continues Supplemental Security Income (SSI) and Medicaid eligibility for all legal immigrants who received benefits August 22, 1996, when the welfare law was enacted. In addition, legal immigrants residing in the US on this date will be eligible for SSI and Medicaid should they become disabled in the future. The Balanced Budget Act also extends the refugee exemption from the welfare restrictions from 5 to 7 years for SSI and Medicaid only. Therefore, refugees will have access to SSI and Medicaid for the first 7 years after entering the country. The Food Stamp exemption remains 5 years.

AACC Contact: Ashley Giglio, Legislative Associate, extension 220.

AACC LETTER

**SPECIAL
EDITION**

DECEMBER 5, 1997

WELFARE Watch

A LOOK AT:

- TANF rules
- Welfare-to-Work
Competitive Grants

TANF PROPOSED REGULATIONS PUBLISHED

On November 20, the Department of Health and Human Services (HHS) published in the *Federal Register* a Notice of Proposed Rulemaking (NPRM) for the Temporary Assistance for Needy Families (TANF) program, which was established in the Personal Responsibility and Work Opportunity Act (PRWOA) (P.L. 104-327) last year. TANF is a block grant to states; it replaces the Aid to Families with Dependent Children (AFDC), Job Opportunities and Basic Skills (JOBS), and Emergency Assistance (EA) programs. TANF was designed to move recipients into work and turn welfare into a program of temporary assistance. The new TANF program went into effect on July 1, 1997, except in states that elected to implement the program at an earlier date, or who had waivers under

FROM THE DESK OF DAVE PIERCE

ISSUE #002

the previous AFDC law.

The NPRM rule limits TANF regulation to two circumstances: 1) areas where Congress explicitly directed the Secretary of HHS to regulate; and 2) areas where Congress charged HHS with taking action. Over the past year, HHS consulted with a variety of groups before drafting the proposed regulations. Mack Storrs, Director, Division of Self-Sufficiency Programs at HHS, participated in several focus sessions at the 1997 AACC Annual Convention in Anaheim, Calif., during which he heard the welfare-related concerns of community college leaders.

Interested parties can obtain a copy of the proposed regulations at <http://www.acf.dhhs.gov/news/welfare/>. Hard copies are also available at many public libraries. It is important to remember that the proposed regulations are not legally binding until published as a final rule. The Administration will review the public comments and publish a final rule in the spring of 1998.

Responses to the proposed regulations can be mailed or hand-delivered to HHS's Administration for Children and Families (ACF), Office of Family Assistance, 5th Floor East, 370 L'Enfant Promenade, S.W., Washington, D.C. 20447. Comments may also be submitted electronically via the internet. The deadline for receipt of comments is **February 18, 1998**. AACC will submit formal comments on the proposed regulations. We expect the AACC response to be available on the AACC Homepage in early February. Colleges may want to use the AACC submission as a model for drafting their own comments. For additional information on the proposed rule contact: Mack Storrs, Director, Division of Self-Sufficiency Programs, Office of Family Assistance, ACF, at 202-401-9289.

HIGHLIGHTS

Highlights of the proposed regulations of particular interest to community colleges follow. As stated above, much of what is contained in these regulations closely tracks the statute and is not new or surprising.

Work Activities: Section 407(d) of the PRWOA specifies twelve work, training and education activities in which individuals may participate in order to be counted by a state to be "engaged in work" for the purpose of meeting the state's work participation rate requirements. This is important for states because they do not receive their full TANF block grant if they fail to meet these requirements. The work activities include:

- a) unsubsidized employment
- b) subsidized private sector employment
- c) subsidized public sector employment
- d) work experience
- e) on-the-job-training
- f) job search and job readiness assistance
- g) community service programs
- h) vocational education
- i) job skills training directly related to employment
- j) in the case of a recipient who has not received a high school diploma or GED—education directly related to employment
- k) in the case of a recipient who has not completed secondary school—satisfactory attendance at secondary school or in a course of study leading to a GED
- l) provision of child care services to an individual who is participating in a community service program.

The proposed regulations do not define the individual work activities; the definitions are left up to the states. The preamble to the proposed regulations suggests that states will be given flexibility and latitude in defining the work activities, especially in vocational education. However, to ensure that this state flexibility is used in accordance with Congressional intent, HHS will require each state to submit its definitions for work activities for both TANF and separately funded state programs for review.

The proposed rule reminds states of the important role that education plays in moving recipients from welfare to work. It says that "while the most successful programs consistently and strongly emphasize work, the actual program designs recognize and address the critical role education plays in preparing adults for work. Education, in combination with other work activities, may become more important in improving basic communication, analytical and work-readiness skills of recipients. Thus, states may need to integrate basic skills, secondary education and language training within high-quality vocational education."

The proposed rule also suggests approaches for states to use to make it easier for recipients to combine school and work. For example, the NPRM says that a state could develop on-campus community work experience program positions in which child care is also available. States could also encourage schools to use Federal College Work-Study funds for students on welfare and then count the hours worked in those programs toward work requirements.

Educational Limitations: Despite the latitude given to states in defining vocational education for the purposes of TANF, its use is limited by the PRWOA statute in two ways:

- 1) An individual's participation in vocational education training may count toward meeting the state's participation rate for a maximum of 12 months.
- 2) a) Only 30 percent of a state's work participation rate may be met by individuals enrolled in vocational

WORK ACTIVITY OVERVIEW			
Activity		Overall rate	
		20 hours	hours above 20
a	unsubsidized employment	✓	✓
b	subsidized private sector employment	✓	✓
c	subsidized public sector employment	✓	✓
d	work experience	✓	✓
e	OJT	✓	✓
f	job search & job readiness	✓	✓
g	community service programs	✓	✓
h	vocational educational training	✓	✓
i	job skills training	✓	✓
j	education directly related to employment	NO	✓
k	high school or GED	NO	✓
l	providing child care services to a community service participant	✓	✓

¹ Teen parents may count due to participation in these activities.

education. b) Teen parents without a high school diploma or GED are automatically included in the vocational education limit in FY 2000 and thereafter. This limits the use of vocational education for adults.

A married or single head of household under age 20 is considered to be engaged in work if (s)he a) maintains satisfactory attendance at a secondary school or the equivalent during the month; or b) participates in education directly related to employment for an average of at least 20 hours per week during the month.

In addition, an individual may not be counted as engaged in work by virtue of participation in job search and job readiness assistance for more than six weeks. No more than four of the weeks can be consecutive. The proposed rule clarifies that the six week limitation applies to each fiscal year.

When Does the Work Activity Count? Each individual must work the following minimum number of hours (averaged over a month) to be counted toward meeting the state's work participation rate:

ALL FAMILIES:

FY 1997-98 — 20 hrs/wk

FY 1999 — 25 hrs/wk

FY 2000 and beyond — 30 hrs/wk

TWO-PARENT FAMILIES:

FY 1997 and beyond — 35 hrs/wk

The proposed rule includes the chart shown above, which lists when each work activity counts.

SPECIAL NOTICE: DOL WELFARE-TO-WORK COMPETITIVE GRANTS

A Solicitation for Grant Applications (SGA) for the Welfare-to-Work Competitive Grants will be published in the *Federal Register* in early December. The Balanced Budget Act of 1997 authorized \$3 billion for welfare-to-work grants for fiscal years 1998 and 1999. There are two kinds of grants: formula grants (75 percent) and competitive grants (25 percent). For additional information on the welfare-to-work grants, refer to AACC Welfare Watch Issue #001.

The SGA for the competitive grants will include guidelines for submission. The deadline for submission of grant applications is tentatively scheduled for February 1998. The first competitive grants will be announced in March.

This edition of Welfare Watch was made possible with a grant from Instructional Systems Inc (ISI), Hackensack, New Jersey.

FOR MORE INFO CONTACT:

- Ashley Giglio, AACC, ext.220, agiglio@aacc.nche.edu
- Jim McKenney, AACC, ext.226, jmkennedy@aacc.nche.edu

AACC LETTER

**SPECIAL
EDITION**

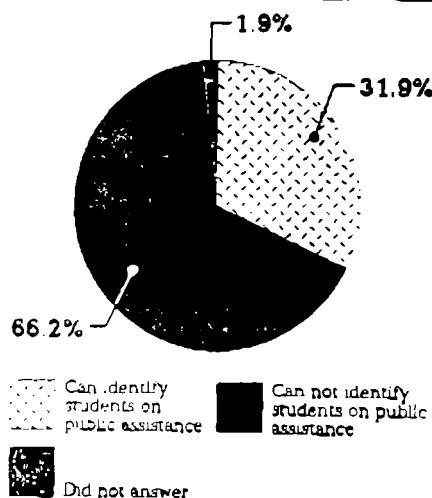
JANUARY 27, 1998

WELFARE Watch

A LOOK AT
WELFARE SURVEY FINDINGS:

- Identifying Students
- Time Limits
- Additional Programs and Services

FIGURE 1: Percentage of Community Colleges That Can Identify Students Receiving Public Assistance



FROM THE DESK OF DAVE PIERCE

ISSUE #003

COMMUNITY COLLEGE INVOLVEMENT IN WELFARE

Numerous studies (Bloom 1997; Imel 1995; National Governors' Association 1995; Center on Budget and Policy Priorities 1994) have examined the affect of education and job training programs on welfare recipients, but very few have focused on how community colleges are preparing welfare recipients for the workplace. In an attempt to broadly address this issue, this edition will examine community college response to recent changes in welfare legislation.

A brief survey was distributed to 1,124 community colleges in the 50 states and Puerto Rico. Findings from the July 1997 survey are summarized below:

- Nearly one-third of community colleges are able to identify students receiving cash public assistance—specifically Temporary Assistance to Needy Families (TANF) and the food stamps program.
- Large community colleges are more than eight times as likely to identify students receiving cash public assistance than small colleges, yet large urban colleges are just as likely as rural community colleges to be able to identify welfare recipients at their institution.
- Approximately 1.7 percent of all students enrolled at community colleges are engaged in welfare-to-work programs. *Small*
- One of three small town community colleges and 41.9 percent of rural colleges have programs for welfare-to-work participants, while 66.7 percent of large town colleges and 63.6 percent of large urban colleges have such programs.
- State welfare policies have the greatest influence on the length of time a community college can offer a program or course for a welfare-to-work participant.
- Community colleges who are able to identify welfare-to-work participants are more likely to provide additional programs and services, such as pre-college (GED or Adult Education) instruction, short-term training courses, and job readiness programs.

To determine how community college involvement in welfare has changed since this survey was conducted, a follow-up survey has been attached to this edition. The follow-up survey will ask specific questions about your college's welfare-to-work program, the extent of outside influences, and additional services provided for welfare-to-work participants. Please complete the follow-up survey and return it to: Gregory Kienzl, Research Assistant, by fax at (202) 833-2467 or mail at One Dupont Circle, NW Suite 410, Washington, D.C. 20036-1176. All completed surveys must be returned by February 25, 1998.

IDENTIFYING STUDENTS RECEIVING CASH PUBLIC ASSISTANCE

The first purpose of this survey was to determine whether community col-

leges could identify students receiving cash public assistance. Of the 426 colleges that responded (37.9 percent response rate), nearly one-third noted that they are able to identify students

on welfare (see Figure 1).

As shown in Table 1, large community colleges (7,500 students or more) are more than eight times as likely than

TABLE 1: Percentage of Colleges That Can Identify Welfare Recipients by Enrollment and Location

Enrollment	Can Identify Students on Public Assistance	Can Not Identify Students on Public Assistance	Did Not Answer
Fewer than 1,000 students	5.0%	95.0%	0.0%
1,000 to 2,500 students	32.8%	67.3%	0.0%
2,500 to 5,000 students	18.4%	79.6%	2.0%
5,000 to 7,500 students	36.1%	58.3%	5.6%
More than 7,500 students	41.1%	57.1%	1.8%
Not classified	35.2%	63.0%	1.9%
Location			
Large city	50.0%	50.0%	0.0%
Mid-size city	29.9%	69.2%	0.9%
Urban fringe of large city	39.0%	57.1%	3.9%
Urban fringe of mid-size city	47.4%	52.6%	0.0%
Large town	16.7%	83.3%	0.0%
Small town	19.6%	79.4%	1.0%
Rural	22.6%	71.0%	6.5%
Not classified	33.3%	60.0%	6.7%

small community colleges (1,000 students or less) to identify students receiving cash public assistance. More specifically, 41.1 percent of large colleges are able to identify students on welfare, while only 5 percent of small colleges currently identify welfare recipients enrolled at their college. As for medium-sized colleges (2,500 to 5,000 students), 18.4 percent presently identify students on public assistance—well below the average of 31.9 percent for all community colleges.

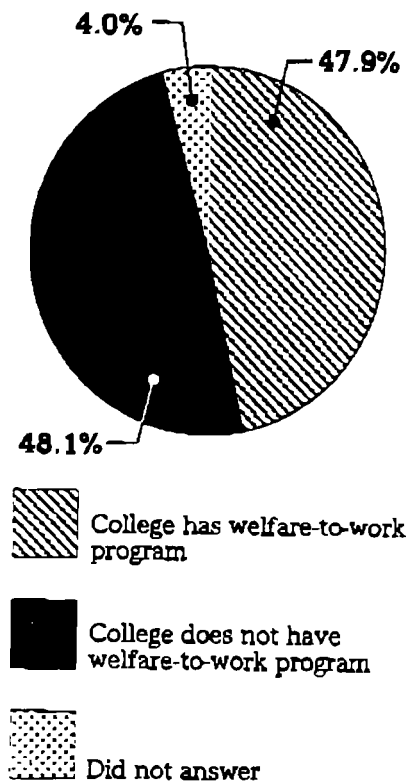
In addition, nearly twice as many large urban community colleges identify welfare recipients at their institution than rural colleges. Fifty percent of urban community colleges indicated that they identify students receiving cash public assistance, while 22.6 percent of rural community colleges noted that they currently identify welfare recipients. In addition, approximately one in five small town community colleges and two out of five suburban colleges indicated that they identify students on welfare (see Table 1).

Reasons given by community colleges for not identifying current students on public assistance can be grouped in the following categories:

- Student confidentiality and privacy issues;
- Community college can only acquire information if applicant completes a financial aid form;
- State does not require college to keep track of students who receive cash public assistance;
- Community college is planning to track these students at their institution in the future; and
- Community college has either no interest in tracking or no need for such information.

PROGRAMS FOR WELFARE-TO-WORK RECIPIENTS

According to survey responses, community colleges are more able to identify students engaged in welfare-to-work activities than those students who simply receive public assistance. Nearly 70 percent of community colleges indicated that there are students receiving public assistance who do not currently participate in a welfare-to-work activity. Of the colleges that are able to identify welfare-to-work participants, approximately 1.7 percent of their total student enrollment is en-

FIGURE 2: Percentage of Community Colleges That Have Welfare-to-Work Programs

gaged in some type of welfare-to-work activity (see Table 2).

The number of community colleges offering welfare-to-work programs is nearly identical to those colleges who presently do not offer such programs, 47.9 percent and 48.1 percent respectively (see Figure 2). As Table 3 shows, enrollment and location are important factors that can be used to differentiate between community colleges that offer welfare-to-work programs and those that do not currently

TABLE 2: Estimated Percentage of Community College Students Who Are Enrolled in a Welfare-to-Work Program by Region

Region	% of Students
Northeastern	1.5%
Southern	1.4%
Midwestern	1.9%
North Central	1.5%
South Central	2.4%
Pacific	1.5%
Overall	1.7%

TABLE 3: Percentage of Colleges That Have Welfare-to-Work Programs by Enrollment and Location

Enrollment	Has Programs for Welfare-to-Work Participants	Does Not Have Programs for Welfare-to-Work Participants	Did Not Answer
Fewer than 1,000 students	5.0%	85.0%	10.0%
1,000 to 2,500 students	43.6%	54.5%	1.8%
2,500 to 5,000 students	39.8%	58.2%	2.0%
5,000 to 7,500 students	47.2%	47.2%	5.6%
More than 7,500 students	55.2%	40.5%	4.3%
Not classified	61.1%	33.3%	5.6%
Location			
Large city	63.6%	29.5%	6.8%
Mid-size city	51.4%	45.8%	2.8%
Urban fringe of large city	49.4%	46.8%	3.9%
Urban fringe of mid-size city	60.5%	36.8%	2.6%
Large town	66.7%	33.3%	0.0%
Small town	33.3%	61.8%	4.9%
Rural	41.9%	51.6%	6.5%
Not classified	33.3%	66.7%	0.0%

programs community colleges can offer recipients. This point is best illustrated by the restrictions on the length of time a welfare-to-work participant can be enrolled in an educational or training program. Nearly 89 percent of responding colleges indicated that restrictions on the length of time a welfare-to-work participant can be enrolled at the college were imposed by state welfare policy. According to survey responses, welfare-to-work participants are limited to less than two years of training at 67.3 percent of community colleges. More than 29 percent of colleges noted that a welfare-to-work participant could be enrolled in such programs up to three years. The remaining colleges indicated that welfare-to-work participants at their college could be enrolled for three years or longer (see Figure 3).

ADDITIONAL PROGRAMS AND SERVICES

The last section of the survey gave community colleges an opportunity to rank their involvement in providing additional training and instructional services for welfare recipients. In general, community colleges that can identify students enrolled in welfare-to-work programs are noticeably more involved in providing additional educational and training services. Examples of additional educational and training services include pre-college instruction (Adult Education or GED), short-term training, and job-readiness courses.

Identifying students who simply receive public assistance is a poor indicator of a college's involvement in providing training and job-readiness programs and services. For example, a college's emphasis on pre-college instruction is almost identical for colleges that can identify students on public assistance as it is for colleges that do not. The only exception lies in a college's involvement in providing job readiness courses. According to

offer such programs. A majority of large community colleges (55.2 percent) indicate that they offer programs designed specifically for welfare-to-work participants. However, only a handful of small,

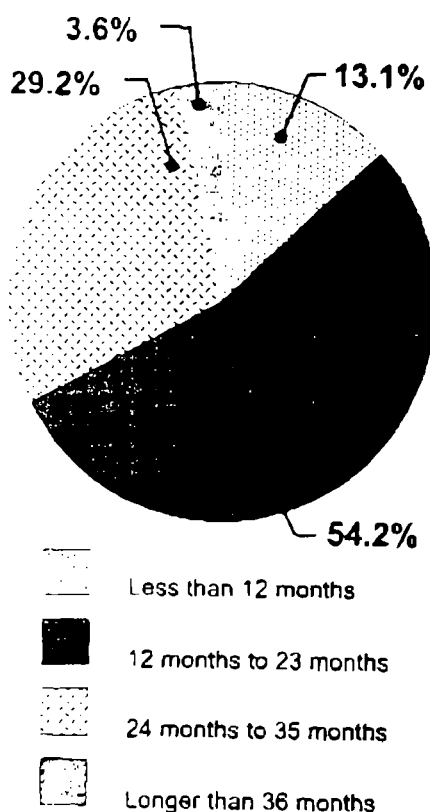
rural community colleges (5 percent) indicated that they have such programs.

The location of a community college also appears to be an important factor in determining whether a college offers programs for welfare-to-work participants. Nearly 64 percent of large, urban colleges and 66.7 percent of large community colleges indicated that they have programs designed for welfare-to-work participants, while 33.3 percent of small town colleges and 41.9 percent of rural community colleges noted having such programs.

Of the colleges that indicated that they do not currently offer welfare-to-work programs, 53.7 percent noted that they are making plans to offer programs designed specifically for welfare recipients. Conversely, 31.2 percent of colleges that do not currently offer welfare-to-work programs indicated that they are not planning to offer specifically designed programs for welfare recipients.

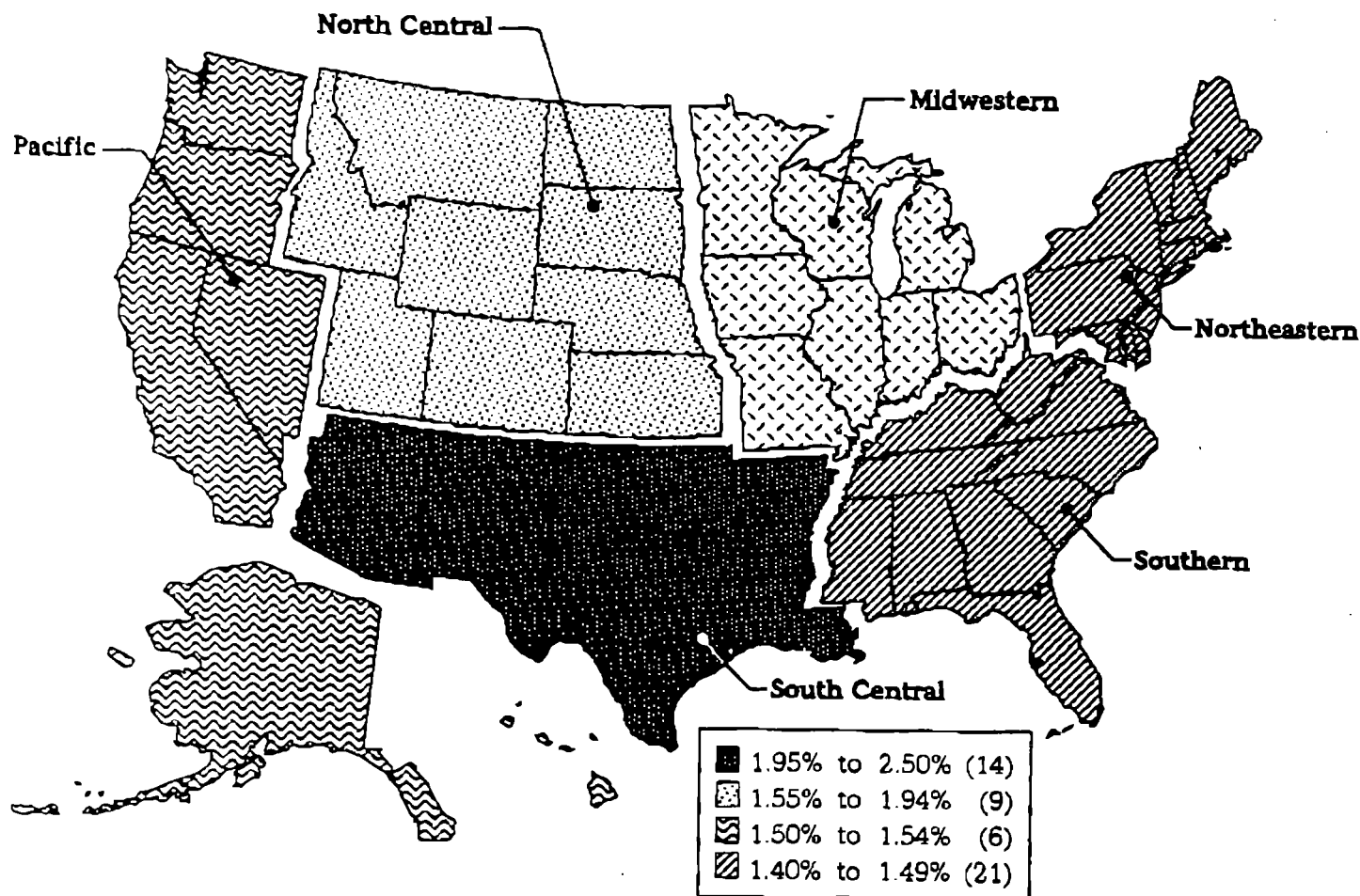
TIME LIMITS

Decisions made by state governments regarding welfare clearly have the greatest influence on the types of

FIGURE 3: Length of Time a Welfare-to-Work Participant Can Be Enrolled At Community Colleges.

APPENDIX

Percentage of Welfare-to-Work Participants Enrolled at Community Colleges by Region, 1996-1997 Academic Year



survey respondents, community colleges that can identify students receiving public assistance are more likely to provide job readiness courses than their non-tracking counterparts.

On the other hand, identifying welfare-to-work participants is a noticeably better indicator of a college's level of involvement in training and job-readiness programs. A college's involvement in providing short-term

training and job readiness courses increases when a college identifies welfare-to-work participants and decreases when the college does not identify welfare-to-work participants. The exception in this case is the level of a college's involvement in pre-college instruction. Involvement in GED and Adult Education appears to be the same for colleges that identify welfare-to-work participants and colleges that do not keep track of such students.

This edition of *Welfare Watch* was made possible with a grant from INSTRUCTIONAL SYSTEMS INC (ISI), Hackensack, New Jersey.

FOR MORE INFO CONTACT:
• Greg Kienzl, AACC, ext. 258,
gkiensl@aacc-nche.edu

Author: Jon Weintraub at WDCC01
Date: 1/23/98 11:11 AM
Priority: Normal
TO: Kristin Bunce at WDCJ03
TO: Lynette Charboneau at WDCE04
TO: Daphna Crotty at WDCE04
TO: Randy Hansen at WDCE04
TO: Jack Kristy at WDCE04
TO: Patricia Leahy at WDCI03
TO: Greg March at WDCI02
TO: Harold McCullough at WDCQ02
TO: Howard Moses at WDCI02
TO: Phil Rosenfelt at WDCE04
TO: Theodore Sky at WDCE01
TO: Henry Smith
TO: Sarah Lichtman Spector at WDCB02
TO: Cynthia Wetmore at WDCB03
TO: David Frank at WDCB02
TO: Kevin Sullivan at WDCB01
TO: Mike Smith at WDCT01
Subject: welfare reform and community colleges

----- Message Contents -----

Background:

There have been articles in the Washington Post and the Chronicle of Higher Education this month discussing the drop in community college enrollment of welfare recipients as a result of welfare reform. There was concern raised that there may be a correlation between the drop in the welfare caseload for a given state and the decline in community college enrollment of that client population in the same state.

Using welfare caseload data from January 1996 and July 1997 from the U.S. Department of Health and Human Services, and data provided by these articles, here is what was discovered.

Finding:

By comparing the example cited in both articles, there is an apparent close correlation between the change in welfare caseload and the change in community college enrollment of welfare recipients. In Maryland, there was a 26% drop in the welfare caseload statewide from January 1996 to July 1997. This correlates closely with the decline in Baltimore City Community College enrollment of welfare recipients of 30% from fall 1996 to fall 1997 mentioned in both articles.

While this is hardly the complete answer to this debate, it does give one possible response.

*Intro - US
- letter
- F3b
- Survey
- identify?*

*# College students on welfare &
work-study*

sep state programs

*What is happening - prog on campus
links to state*



U.S. DEPARTMENT OF EDUCATION

FAX TRANSMISSION

Office of the Secretary
600 Independence Avenue, SW
Washington, D.C. 20202
Office: (202) 401-3058
Fax: (202) 401-0596

TO: Donna/Diana

DATE: 2/20/98

FAX: 456-7431

PAGES: 3, including cover.

FROM:

Susan Frost
Dan Bernal
Elizabeth Gregory
Office of the Secretary

SUBJECT:

Conference Call / Welfare to Work

COMMENTS:

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
003. list	Welfare to Work Meeting (partial, DOB, SSN) (1 page)	02/19/1998	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Diana Fortuna
OA/Box Number: 12021

FOLDER TITLE:

Comm[unity] Colleges/Welfare

2018-0525-S
ry2241

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

February 19, 1998

MEMORANDUM TO: DIANA FORTUNA

FROM: SUSAN FROST

SUBJECT: WELFARE TO WORK MEETING

On Friday, February 20, 1998, we will have an internal meeting which you will attend via phone, at 9AM. The phone number in the room is 401-0262, and we were told to contact you via Donna if you are unable to contact us.

On Monday, February 24, 1998, we will have a meeting in room 239, OEOB, at 3PM. Attendees are listed below.

Department of Education

Jon Weintraub	
Theodore Sky	
Henry Smith	
Sarah A. Lichtman	
Steve Carter	
Susan Frost	
Daniel E. Bernal	

AACC Staff/College Presidents

Adrianna Barrera	
John Birkholz	
Fred Capshaw	
Eileen Capshaw	
Carole Cowan	
Don Dellow	
Pam Fisher	
Debbie Floyd	
Ashley Giglio	
Brice Harris	
Lydia Ledesma-Reese	
James McKenney	
Dan Moriarty	
David Pierce	

(b)(6)

[003]

FYI - Below are possible agenda items AACC suggested - we can discuss these during the 9AM call.

- Impact of TANF on enrollment and persistence of welfare recipients
- Federal Work-Study usage by welfare recipients
- State grant programs with TANF Maintenance of Effort funds
- Length/type of education and training (e.g. degree program, short-term training, remedial, GED)
- Child Care
- Transportation

- Andrea
 - Agenda?
 - State programs?
 - How easy voc ed?

Withdrawal/Redaction Marker

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
004. email	To Donna L. Geisbert from Elizabeth Gregory re: Welfare to Work (partial, DOB, SSN) (2 pages)	02/20/1998	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Diana Fortuna
OA/Box Number: 12021

FOLDER TITLE:

Comm[unity] Colleges/Welfare

2018-0525-S

ry2241

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
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- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]



Elizabeth_Gregory @ ed.gov
02/20/98 04:45:00 PM

Record Type: Record

To: Donna L. Geisbert

CC:

Subject: WELFARE TO WORK

WELFARE TO WORK MEETING
MONDAY, FEBRUARY 23, 1998
3PM, ROOM 239, OEOB

WHITE HOUSE:

Diana Fortuna
Bob Shireman
Cynthia Rice (?)

DEPARTMENT OF EDUCATION:

Jon Weintraub, Office of Vocational & Adult Education

(b)(6)

Theodore Sky, Office of the General Counsel

(b)(6)

Henry Morris Smith, Senior Policy Analyst

(b)(6)

Stephen Deuel Carter, Office of Postsecondary Education

(b)(6)

Sarah A. Lichtman, Confidential Assistant to the Acting Deputy
Secretary

(b)(6)

Susan Frost, Senior Advisor to the Secretary

(b)(6)

Daniel E. Bernal, Confidential Assistant to the Secretary

(b)(6)

Carol Hampton Rasco, Senior Advisor to the Secretary and Director
of America Reads

(b)(6)

AACC:

Ashley Gray Giglio, Legislative Associate, AACC

[004]

(b)(6)

Gregory Stephen Kienzl, Research Assistant, AACC

(b)(6)

James Fulton McKenney, Director of Economic Development, AACC

(b)(6)

David R. Pierce, President, AACC

(b)(6)

COMMUNITY COLLEGE REPRESENTATIVES:

Adriana Delacruz Barrera, President, El Paso Community College,
TX

(b)(6)

John R. Birkholz, President, Milwaukee Area Technical College, WI

(b)(6)

Fred Walling Capshaw, President, Community College of
Philadelphia, PA

(b)(6)

Ellen Frances Capshaw, Spouse

(b)(6)

Carole A. Cowan, President, Middlesex Community College, MA

(b)(6)

Donald A. Dellow, President, Broome Community College, NY

(b)(6)

Pamila Joan Fisher, Chancellor, Yosemite Valley Community College
District

(b)(6)

Deborah L. Floyd, President, Prestonsburg Community College, KY

(b)(6)

Brice W. Harris, Chancellor, Los Rios Community College
District, CA

(b)(6)

Lydia Ledesma-Reese, President, Skagit Valley Community College,
WA

(b)(6)

Daniel Francis Moriarty, President, Portland Community College,
OR

(b)(6)

AMERICAN ASSOCIATION OF COMMUNITY COLLEGES

SURVEY ON COMMUNITY COLLEGE INVOLVEMENT IN WELFARE

IMPORTANT DEFINITIONS

Cash public assistance – Assistance received from Temporary Assistance for Needy Families and/or Aid to Families with Dependent Children programs.

Welfare-to-work programs – Designed to train welfare recipients to acquire the skills needed to find work.

One-stop shop – A multi-function facility offering convenient access to a wide range of social services, such as child care, transportation assistance, and job placement support.

Identifying students on cash public assistance and in welfare-to-work programs

1. Does your college currently identify students in credit and noncredit courses who receive cash public assistance? ☐ Yes ☐ No ☐ No Answer
 1a. If yes, how many students at your college receive public assistance? # of students
2. Does your college currently participate in the federally-funded Job Training and Partnership Act (JTPA) program? ☐ Yes ☐ No ☐ No Answer
 2a. If yes, how many students at your college participate in JTPA? # of students
3. Does your college participate in a state-funded welfare-to-work program? ☐ Yes ☐ No ☐ No Answer
 3a. If yes, how many students currently participate in your state's welfare-to-work program? # of students
4. Does your college have an institution-funded welfare-to-work program? ☐ Yes ☐ No ☐ No Answer
 4a. If yes, how many students currently participate in your college's welfare-to-work program? # of students

Specifics about your college's state-funded welfare-to-work program

5. Upon enrollment in your college's state-funded program, a welfare-to-work participant typically needs which of the following job readiness skills (please check **only three**):

☐ English proficiency skills	☐ Interpersonal skills	☐ Interviewing skills
☐ Literacy and numerical skills	☐ Negotiation skills	☐ Personal presentation skills
☐ Personal management skills	☐ Personal hygiene	☐ Other <u> </u>
6. What are the principal areas of emphasis of your college's state-funded welfare-to-work program (please check **only three**):

☐ Adult education/Remedial	☐ Personal management training	☐ Personal presentation training
☐ English/Literacy training	☐ Interviewing skills	☐ Entry-level skills training
☐ Entrepreneurial training	☐ Basic technical training	☐ High order skills training
7. What are the top three job areas that welfare-to-work participants at your college are being hired and their accompanying level of training? (please check all that apply)

<u>Job area</u>	<u>Entry-level position</u>	<u>Entrepreneurial</u>	<u>Basic technical</u>	<u>High order or SCANS</u>	<u>Other (please write in)</u>
<u>Hospitality (example)</u>	☒	☒	☐	☐	<u> </u>
<u> </u>	☐	☐	☐	☐	<u> </u>
<u> </u>	☐	☐	☐	☐	<u> </u>
<u> </u>	☐	☐	☐	☐	<u> </u>

Program length and changes in enrollment

8. How long does the state-funded welfare-to-work program at your college typically last? _____ *weeks*
9. In a typical week, how long does an average welfare-to-work participant engage in the following activities at your college?
- | | |
|---|--|
| Job readiness instruction _____ <i>hrs/wk</i> | Academic instruction _____ <i>hrs/wk</i> |
| Job specific instruction _____ <i>hrs/wk</i> | Job placement assistance _____ <i>hrs/wk</i> |
| On the job training _____ <i>hrs/wk</i> | Other _____ <i>hrs/wk</i> |
10. What percentage of courses for welfare-to-work participants are credit _____ % or noncredit _____ %
11. Please indicate when your welfare-to-work program began and whether the number of welfare-to-work participants have increased, decreased, or remained constant since the program's inception.
- | <u>Program begin date</u> | <u>Increase</u> | <u>No change</u> | <u>Decrease</u> | <u>Not known</u> |
|--|--------------------------|--------------------------|--------------------------|--------------------------|
| ☐ 1994-1995 Academic year | ☐ | ☐ | ☐ | ☐ |
| ☐ 1995-1996 Academic year | ☐ | ☐ | ☐ | ☐ |
| ☐ 1996-1997 Academic year | ☐ | ☐ | ☐ | ☐ |
| ☐ 1997-1998 Academic year | ☐ | ☐ | ☐ | ☐ |
| ☐ 1998-1999 Academic year (predicted) | ☐ | ☐ | ☐ | ☐ |
12. What is your college's Fall 1997 headcount enrollment, as reported to IPEDS? _____ *# of students*

Extent of outside influences

13. Please circle the appropriate level of influence the following factors have on your welfare-to-work program:

	<u>None</u>	<u>Some</u>			<u>Most</u>	
	0	1	2	3	4	5
Federal welfare policy	0	1	2	3	4	5
State welfare policy	0	1	2	3	4	5
Availability of jobs	0	1	2	3	4	5
Partnerships with local industry	0	1	2	3	4	5
Other service providers	0	1	2	3	4	5

14. Does your college currently have a working relationship with your local Private Industry Council (PIC) or workforce development board? ☐ Yes ☐ No ☐ No Answer
- 14a. If yes, has a plan been submitted to your local PIC or workforce development board in order to receive welfare-to-work funds from the Department of Labor? ☐ Yes ☐ No ☐ No Answer

Additional services provided for welfare-to-work participants

15. Does your college offer one-stop shop services for welfare-to-work participants? ☐ Yes ☐ No ☐ No Answer
- 15a. If yes, which of the following services does your college offer? (please check all that apply)
- | | | |
|--|---|---|
| ☐ Child care/day care service | ☐ Job placement assistance | ☐ Routine healthcare |
| ☐ Transportation assistance | ☐ Other _____ | |
16. Does your college have an office or department that coordinates your welfare program? ☐ Yes ☐ No ☐ No Answer
- 16a. If yes, what is the name and title of the person who coordinates your welfare program.
- Name: _____ Title: _____
- Telephone number: _____ Email address: _____

«Id»

THANK YOU FOR YOUR PARTICIPATION

PLEASE RETURN THE SURVEY TO GREG KIENZL BY FAX: (202) 833-2467

OR MAIL: ONE DUPONT CIRCLE, NW, SUITE 410, WASHINGTON, DC 20036

BY FEBRUARY 25 1998

R1 - stable

From: "Zins, Rosemary" <RZINS@ccri.cc.ri.us>
To: HEADQUARTERS.SUITE410(AGIGLIO)
Date: Fri, Jan 23, 1998 3:09 AM
Subject: Welfare Inquiry

Sorry for the delay in getting back to you, but my e-mail has been down. Our enrollment has remained relatively stable with respect to welfare recipients. Our state department of Human Services has just granted us \$200K to provide workplace literacy training to welfare recipients who are Limited English Proficient/ESL. Our state Department of Labor and Training has requested a waiver from the feds on the welfare-to-work monies, requesting that the required state matching funds be able to support remediation and literacy services for welfare recipients. Since July 1, our program at the Community College has helped 96 people get off the welfare rolls(positive terminations). An additional 80 people have entered employment. Our state office is working with CCRI to consider case by case rulings to extend training/education enrollments for up to year to assist those currently in the pipeline. Hope all is well with you, Dave, and Dave---hope to see you at the Legislative Conference in February!
Rosemary

CC: HEADQUARTERS.SMTPMIME("eliston@ccri.cc.ri.us")

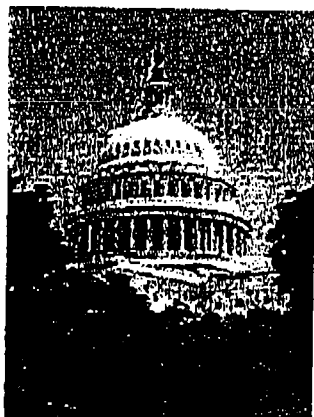
From: Loretta Seppanen <LSeppanen@sbctc.ctc.edu>
To: "agiglio@aacc.nche.edu" <agliglio@aacc.nche.edu>
Date: Thu, Jan 15, 1998 4:40 PM
Subject: RE: Welfare inquiry

WA - down 1c

> Ashley Giglio, AACC
>
> At this point in time we are estimating that welfare reform cut our
> welfare enrollments by about 10% over fall 1996 -- a cut of about
> 1,500 students out of a total enrollment of 236,000 students in
> Washington community and technical colleges. This estimate is based
> on a decline (first ever) in the number of single parents enrolled in
> colleges. It will be another couple of weeks before we do a data
> linking between college records and Welfare records to determine the
> exact size -- it is possible that the impact of the welfare reform
> could be larger.
>
> Despite this loss of students and some other losses due to the baby
> bust and also likely due to a very hot economy in some parts of the
> state, overall enrollment is about the same as last year. These
> losses were compensated for by increases in the baby boom echo
> populations.
>
> Please contact David Prince (DPrince@SBCTC.ctc.edu) if you are
> interested in the results of the data linking -- say about Feb 15.
>
> Loretta Seppanen

CC: David Prince <DPrince@sbctc.ctc.edu>, Earl Hale <E...

AMERICAN ASSOCIATION OF COMMUNITY COLLEGES



One Dupont Circle, NW
Suite 410
Washington, DC 20036

Phone: (202)728-0200 ext. 220 Fax: (202)833-2467

Ashley Giglio, Legislative Associate

Internet: agiglio@aacc.nche.edu
www.aacc.nche.edu

To: *Jon Weintraub*

Date: *2/11/98*

Fax #:

Pages:

266-9183

5

COMMENTS:

Issues regarding college students receiving welfare

1. Update on steps since joint letter. *- Mike Smith did*
2. Mix of financial aid programs for welfare recipients.
3. Possible meeting with community college representatives. *end of Feb conf.*
4. Further steps to promote policies in joint letter.
5. State initiated alternatives.
6. Further opportunities to obtain data.
7. Other.

Survey - data in 2 wks

Natl Assoc Student
Fin Aid Officers

Am Rdr - Frost stresses

Shoreman - well reaps
- defaulted HUD loans
- can't access
- ease up?
- enormous steps, list of
schools that closed

Discourage predatory
schools from
hanging out -
enc comm colleges

HHS TA grant to
work w/ comm
colls - not done
yet

Susan Frost

Andree

Harold McCullough

Ted

Sklar Carter

Audrey, HHS

Jon

Henry Smith

Author: Steve Carter at WDCA07

Date: 2/11/98 10:06 AM

Priority: Normal

TO: Theodore Sky at WDCE01

CC: Jon Weintraub at WDCC01

Subject: welfare recipients and federal student aid

----- Message Contents -----

Hi, Ted

Here's what we've been able to extract from NCES' National Postsecondary Student Aid Survey (NPSAS) on the mix of student aid received by welfare recipients:

1995-96 Federal Student Aid for
Individuals who Received AFDC in 1994

Program	Percent of AFDC Beneficiaries Receiving:
Pell Grant	95.7% - TANF grant considered
SEOG	17.8%
Federal Work-Study	<u>10.6%</u>
Perkins Loan	13.4%
Subsidized Stafford	50.3%
Unsubsidized Stafford	2.0%

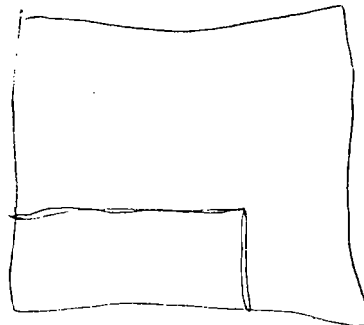
As you can see, Pell Grants and subsidized Stafford factored heavily in the aid packages of AFDC recipients, whereas work study did not.

We also tried to split the above data out by type and control of institution, but there were not enough sample observations to yield useable numbers.

Hope this is what the DPC wants.

Steve Carter OPE
708-4893

NCES - post-sec study - some
welf. on



To: Bob Shireman, National Economic Council
From: Betsy Imholz, Higher Education and Training Access Project
Date: October 6, 1997
Re: Welfare Reform and Student Loan Debts: The Latter as an Impediment to the Former

The problem The federal Higher Education Act has enabled countless low- and moderate-income individuals who otherwise would have been unable to do so to obtain high quality education and postsecondary training. In so doing, the HEA, like the GI Bill before it, has opened the door to the American dream for millions of Americans. Unfortunately, it has also slammed the door shut on hundreds of thousands of low-income Americans by allowing unscrupulous trade schools to flourish and to hoodwink those most desperate for self-improvement into obligating themselves for loans to pay for worthless job training.

The tragic result is students left with little or no training, no jobs, substantial debts they cannot possibly repay, ruined credit ratings, and ineligibility for further student aid to get the real education or high quality training they need to become economically self-sufficient. Disproportionately, those victimized by shoddy schools, including those that closed without paying loan refunds, are the very low-income individuals that the Administration and the Congress aim to move from welfare to work. They will be unable to do so without addressing an underlying problem for many of these welfare recipients: student loan debt, often defaulted student loans, incurred because of attendance at an institution that owed but failed to pay a student loan refund.

Extent to which welfare recipients are affected by student loan problems: While precise statistical studies documenting the extent to which welfare recipients are impacted by student loan defaults are not available, Legal Services lawyers and community advocates across the nation representing this population report that the problem is pervasive. At South Brooklyn Legal Services where I worked as Consumer Law Coordinator until 1991, the vast majority of our clients were public assistance recipients. We had a "Vocational School Watch Project" focusing on student loan problems related to trade schools. When asked, nearly every client either had a student loan problem or had a friend or relative affected by trade school fraud.

Other case studies from New York City are also illustrative. At a 1992 pilot program for welfare recipients in the South Bronx, the BEGIN Centers, roughly 40% of the 300 participants had defaulted or delinquent student loans, mainly from trade school experiences. Patricia Allen, the City University's specialist in resolving defaulted student loan problems, while working at the City's Regional Education Center for Economic Development was bombarded with inquiries from public assistance recipients seeking higher education. Over 3 years, she received roughly 15 defaulted student loan inquiries a week from public assistance recipients, almost all of whose student loan problems were generated from their attendance at a trade school.

PUSHCE

During the summer of 1993 she gave student loan workshops to nearly 1,000 welfare recipients seeking to resolve their defaulted student loan problems. CUNY has nearly exhausted its 19,000 copy supply of her booklet, "Dealing With Your Defaulted Loan: How to Regain Student Financial Aid and Go to College" (1995). This booklet was published through funding from New York City's public assistance agency, the Human Resources Administration. — Web

Similarly, in Philadelphia hundreds of welfare recipients have sought help from Community Legal Services, Inc. concerning defaulted student loans incurred at fraudulent trade schools, most of which are now closed. A study of welfare recipients enrolled in Philadelphia training programs or community college in 1995 and 1996 found that over 50% had student loans from failed training attempts at proprietary schools, and over 60% of the loans were in default. These trainees repeatedly reach the end of their GED or "feeder" courses, only to find that they cannot qualify for financial aid to continue a career-oriented community college program because of the trade school loans. At Public Counsel, a public interest law firm in Los Angeles, a recent review of open files found 602 open student loan trade school problem cases of which 569-- nearly 95%-- were public assistance-eligible.

Provisions of current law that can afford relief for defaulted borrowers. If properly utilized by the Department of Education:

A. The Secretary's inherent authority to write-off student loan debts-- The Higher Education Act grants the Secretary broad authority to "enforce, pay, compromise, waive, or release any right, title, claim, lien, or demand, however acquired..." under Part B of the student loan program. 20 USC 1082(a)(5) and (6). This sweeping authority is reflected in the Department's collection regulations which provide that:

...the Secretary may compromise a debt, or suspend or terminate collection of a debt, in any amount if the debt arises under the Guaranteed Student Loan Program.... 34 CFR 30.70(h)(1992)(emphasis supplied).

If the Department determines that a claim is "plainly erroneous or clearly without legal merit" the general Federal Claims Collection regulations state that such actions should be terminated immediately. 4 CFR 104.3(d).

Many of the loans held by welfare recipients who attended fraudulent schools could easily be deemed "without legal merit". For example, if the school failed to pay to the borrower (or to the bank on the borrower's behalf) a loan refund owed after the student withdrew, payment of the refund amount is properly the school's obligation and not the student's. The Department appears to recognize this to a limited extent in that the Department stops offset of the borrower's federal income tax refund if the borrower notes on a dispute form the existence of an unmade loan refund. In many cases, solid evidence exists in the form of judgments, audit findings, or other governmental documentation that such loan refunds were never paid by the now often bankrupt school.

We believe that the Department already has sufficient statutory authority to cease collection of student loan balances owed by students whose school owes but failed to pay loan refunds on their behalf and then closed. The Department previously had indicated that it would by regulation provide relief to this group of students, but has not yet done so. We have strongly urged the Department to provide relief for these students by using its regulatory authority, or if deemed necessary, by seeking statutory authority.

To date, the Departments of Justice and Education seem to have exercised their authority to compromise debts only when the debts are the very large ones owed by fraudulent schools. Individual students, on the other hand are rarely able to effectuate write-off or compromise of their student loan debts.

Recommendations:

1. Urge the Department to **cancel or reduce student loan balances** (both prospectively for new loans and retroactively for existing balances) **to the extent that the school owed but failed to pay a loan refund**. See same recommendation by the Department of Education's Office of the Inspector General in his Recommendations to Congress on Reauthorization of the HEA, July 1997, pp. 39-40.

2. Work with advocates for low-income students to **define other categories of "problem schools" attendance at which would be grounds for cancelling or reducing loan balances or, at the least, removing such debts from offset of federal income tax refunds and Earned Income Tax Credits.**

B. The Closed School Discharge Provision-- The closed school discharge provision of the 1992 amendments to the HEA, 20 USC 1087(c), provides relief to a relatively small segment of those victimized by unscrupulous schools. Implementation by the Department of Education has been halting and spotty. Anecdotal evidence suggests that: (1) a large percentage of the defaulted borrowers eligible for closed school discharge have been unreachable due to inaccurate addresses in the hands of loan holders; and (2) only about 20-30% of the defaulted borrowers identified by guarantors as potentially eligible for closed school discharge and to whom notices of discharge rights have been sent respond. Clearly, more needs to be done to reach out to these borrowers whose loans may go back as far as 1986 and who, therefore, otherwise may be lost to the system.

Recommendations:

1. **Maintain, as written, the closed school discharge provision and implement it vigorously.**

2. Encourage the Department to **embark on a public education campaign**, including public service announcements, working with students'

advocates to inform borrowers with defaulted or delinquent loans of their discharge rights.

3. Have the Department prospectively provide a **notice to students attending schools that close of their rights**, including the definition of a "teach-out" and explanation of the fact that Department regulations state that borrowers who complete their program by "teach-out" or transfer of any credits from the closed school lose their right to loan discharge.

4. Encourage the Department to **undertake recoupment activity against closed schools**, their principals and affiliates, as required by 20 USC 1087(c).

C. False certification discharge— The 1992 HEA amendments, 20 USC 1087(c), also called for the Department to discharge loans of borrowers who were falsely certified as eligible for loans by their schools. This provision was primarily intended to help borrowers who were signed up without a high school diploma or GED by schools that did not comply with the special "ability to benefit" rules for enrolling these students. This group faces dual obstacles in their efforts to achieve self-sufficiency: lacking a high school diploma (and often basic literacy skills) and having a defaulted loan .

False certification discharges have been granted in an extremely limited number of instances. The Department's legal counsel has erected unnecessary obstacles and complex application procedures for borrowers who qualify for this discharge. The Department has approved systematic, class-wide false certification discharges for fewer than a dozen defunct trade schools, although the pattern of improper certifications appears at hundreds of such schools.

Recommendations:

1. The Department should work with advocates for low-income students collaboratively to **identify the proprietary schools that improperly certified loans** for "ability to benefit" students.

2. **In cases in which the evidence of school-wide or program-wide false certifications is strong, the Department should send out, or direct the holders to send, applications to borrowers who attended the school.**

3. **At the least, those borrowers' loan records should be clearly flagged so that the loan collectors can encourage them to apply for discharges, rather than stigmatizing and harrasing them.**

Please call me at 415-431-6747 x127 (Mon.-Weds.) or 415-488-0662 (Thurs. and Friday) to discuss this paper further. If implemented, these suggestions would dramatically improve the lives of welfare recipients and other low-income individuals seeking to attain economic self-sufficiency. Thank you for your consideration.

Fax Transmission

**HIGHER EDUCATION AND TRAINING ACCESS PROJECT
NATIONAL CONSUMER LAW CENTER
18 TREMONT STREET, BOSTON, MA 02108**

Date: 10/7/97 **Time:**

To: Bob Shireman

Telephone Number: 202 -456-6630

Facsimile Number: 202 -456-2223

From: Betsy Imholz

Telephone Number: (415) 488-0662

Facsimile Number: (415) 488-0662

[Please call first before transmitting]

No. of pages including cover page: 5

Message:

Bob- Attached is a 4 page memo on a topic we discussed some time ago over coffee: student loan relief for welfare recipients. I hope it is in the form you need - if not, just give me a call + I can amend.

Hope all is well - I'm at CU. today + tomorrow 10/8. Best regards, Betsy

Please call if you experience any transmission problems.

P.S. I'm (obviously) not in Boston at NCLC headquarter but at the (only) California office!

CC: DF
CR

Philadelphia online

The Inquirer SATWEDS

February 22, 1998

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NEWS**

Metro

Path out of poverty hits roadblock

Welfare recipients see work rules coming between them and college.

**By Marjorie Valbrun
INQUIRER STAFF WRITER**

Yolanda Torres had it worked out in her mind in rich detail.

She would get her high-school equivalency and enroll in community college. Next, she'd go to a four-year college. After graduation, she'd find a job as a lab tech or social worker, maybe even as a parole officer, and get off welfare.

Then she'd buy a house for her and her four boys.

Finally, she'd have the one thing she craves most -- respectability.

"I had dreams. I wanted to be somebody," said Torres, 29, of North Philadelphia. "I wanted my kids to look up to me and say, 'Mom, if you can do it, I can do it, too.' "

Now, her dreams are on hold.

In September, Torres started taking college extension courses full time at a Kensington women's center. But under welfare reform, she also had to look for a job. She struggled to keep up with class work while caring for her sons and juggling job interviews. After a month, she gave up and quit school.

Similar stories are being told by welfare recipients across the country. They say new welfare rules that emphasize employment over education, accountability over aspirations, have made it harder than ever for them to get the college degrees that could lift them into the middle class.

Before welfare reform, recipients could keep their benefits while going to college and weren't required to search for jobs. For these highly motivated few, college educations became a path out of poverty, an entry to the economic mainstream -- and insurance against ever needing public assistance again.

The tough new approach to welfare has changed all that.

Under Pennsylvania's law, recipients must do an eight-week job search, whether or not they're in college. After a year in school, they are required to be working at least part time in a job or internship. They need the approval of the state Department of Public Welfare to start college and to stay there.

"Let's be clear -- the law is a work-first law," said Sherri Heller, deputy secretary of the welfare department.

"Welfare is not designed to be a program that finances somebody's college education. It's designed to help you take care of your family when you need help."

In New Jersey, the rules are even tougher. Recipients enrolled in college must work 15 hours a week to keep their benefits. They also must demonstrate that their course of study will prepare them for a field in which job opportunities are good.

If caseworkers determine that a student's plans will not lead to a job, "we will say, 'No, we're not going to support you,' " said David Heins, deputy director of the New Jersey Division of Family Development. "We just tell them, 'You are on public assistance and need to understand it is time-limited.' "

Heins said that because the federal welfare-reform law

required recipients to be working at least part time after two years -- and to move off welfare after five years -- officials had no choice but to be firm.

"The clock is ticking on us to make sure they are working and that their time on welfare is not squandered on activities that are not going to be helpful," he said.

Advocates for welfare recipients say the emphasis on work over education is misguided.

"What welfare reform is doing is taking the most motivated people who are on a track toward independence and taking it away from them, derailing them and telling them to take a job at Burger King," said Irv Ackelsberg, a lawyer at Community Legal Services in Philadelphia. "What sense does it make?"

Welfare recipients pursuing college degrees have always been a tiny proportion of all those on public assistance. Now, that proportion is shrinking further.

At City University of New York, the number of students on welfare has dropped from 27,000 to 14,500 since 1995, a Hunter College study found. That was the year when New York began a "workfare" program requiring recipients to work for their benefits.

In Massachusetts, enrollment by welfare recipients at community colleges has dropped by half over the same two-year period, according to a study by a University of Massachusetts professor.

In Pennsylvania, 2,090 of the state's 140,446 welfare recipients -- 1.5 percent -- are in college, 844 in Philadelphia, state figures show.

The state's new welfare rules make some allowances for recipients in college, and officials say they want to encourage those people to get degrees. For instance, recipients can do independent job searches rather than enter into eight-week programs. They can also get subsidies for child care, transportation, books and other

fees.

The problem, recipients say, is that the rules are so complex they can't easily get those benefits or are turned down by caseworkers who are confused by the regulations.

Yolanda Torres said that when she applied for child-care money, welfare officials told her she was eligible for such assistance only for the time she spent looking for a job -- not for the time she spent in her college classes.

Recipients are supposed to get child-care help from the state for time spent in class. Some are turned down because they failed to get a caseworker's approval before enrolling or because they didn't include college in the detailed blueprints for self-sufficiency that recipients must prepare and sign.

Rosa Alamanza, 36, a single mother of three from the city's Mantua section, said the tangle of requirements undid her carefully scripted plans. After studying for two years at Community College of Philadelphia, she was accepted into Episcopal Hospital's nursing school in August.

Alamanza has a 9-month-old daughter. She and the welfare department couldn't agree on how much she needed for child care. She said she needed \$65 a week. The state would pay no more than \$35.

Alamanza said welfare officials told her she couldn't get more because she was in school full time, and thus couldn't have met the requirement for an eight-week job search.

"I couldn't find anybody that would baby-sit for me for \$35 a week," she said. She took a leave of absence from nursing school.

Pennsylvania welfare officials acknowledge errors by caseworkers and say they have retrained supervisors and caseworkers.

"We are not in the business of having someone spend one year in college and getting good grades, with us paying for transportation and child care, and then saying, 'No, you're not going to continue with your education, you're going to drop out and go work at McDonald's,' " said Mary Ellen Fritz, spokeswoman for the welfare department.

For some welfare recipients, a momentary setback such as a bureaucratic snag or a dispute with a caseworker can break their will to stay in school, said Hannah Oakman, a Community College administrator and former welfare recipient who counsels students on welfare.

"They have not developed support systems and are easily discouraged," she said.

Cindy Ferguson, executive director of the Community Women's Education Project in Kensington, which provides accredited first-year college courses, said she was seeing more welfare recipients drop out.

The center serves about 400 women, 85 percent of them on welfare. Since last month, eight women, including Torres, have withdrawn. One was a welfare recipient who left to take a job at McDonald's, Ferguson said.

"It's harder to get to the students . . . and it's harder to hold on to them," she said. "And when we get together with other administrators from other agencies, we find we all have seen dramatic drops."

Heller, the deputy welfare secretary, said welfare recipients needed work experience at least as much as they needed education.

"The research nationwide is extremely clear that for the vast majority of people on welfare, their long-term family self-sufficiency would be better served by building a history of reliable work . . . especially in this economy, because the opportunity is there," she said.

Ferguson said some women at the center were sticking with their college courses without telling their caseworkers, to avoid potential hassles over whether welfare rules permit them to study. Their children attend the center's day-care center for free.

"Education has gone underground," Ferguson said. "It's like a don't-ask, don't-tell kind of thing. The women are doing it on their own time at their own expense."

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