ABSTRACT

Intended to assist two-year colleges in understanding the educational aspects of the Job Opportunities and Basic Skills (JOBS) Training Program, this five-part report provides a brief summary of the intent of the program, as well as suggestions regarding ways two-year colleges can become involved. The sections of the report offer information on the following: (1) the legislative origins of JOBS as Title II of the 1988 Family Support Act, state requirements for receipt of federal funding for JOBS, and procedures for two-year college participation as a JOBS service provider; (2) mandated and optional educational activities provided for by JOBS, including such mandated activities as basic and remedial education to achieve a basic literacy level, and education for individuals with limited English proficiency; and such optional activities as secondary and postsecondary education related to an individual’s employment goals, and support for educational activities or training initiated by an individual prior to their participation in JOBS in which satisfactory progress is being made; (3) a directory of JOBS program directors by state (including the Virgin Islands, Guam, and Puerto Rico); (4) fiscal year (FY) 1990 JOBS funding allocations by state; and (5) projections regarding the impact of the Gramm-Rudman-Hollings cutbacks on each state’s JOBS funding. (JMC)
NETWORK:

AMERICA'S TWO-YEAR COLLEGE

EMPLOYMENT, TRAINING AND LITERACY CONSORTIUM

"REPORT ON THE FAMILY SUPPORT ACT OF 1988

JOB OPPORTUNITIES AND BASIC SKILLS (JOBS) TRAINING PROGRAM"

Prepared By

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November 30, 1990
November 30, 1990

Dear Employment and Training Colleague:

NETWORK's report on the "Family Support Act of 1988 and its Job Opportunities and Basic Skills (JOBS) Training Program" is intended to assist you in understanding the educational aspects of the new JOBS Program and "how to involve your organization in delivering services to public assistance recipients". The report contains a two page summary of the intent of the program, as well as information about ways in which your two-year college can become involved.

In addition, the report contains several other sections (compiled from other sources) which deal with pertinent issues related to JOBS. For example, the report contains a brief paper on educational activities that are mandated by JOBS, as well as those which are optional under the JOBS Program. Directories of State JOBS Program contacts and regional JOBS offices are also contained within the report.

State-by-state funding allocations for the JOBS program can be found within the report, as well as projections of the impact of Gramm-Rudman-Hollings cutbacks on each state's funding.

The NETWORK Board of Directors, sincerely hopes that this information will be useful to you in helping your two-year college become an active player in the new JOBS Program.
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SECTION I: JOBS OVERVIEW
On October 13, 1988, President Bush signed the Family Support Act (the Statute) Public Law 100-485. Title II of the Statute establishes the Job Opportunities and Basic Skills Training (JOBS) Program under Title IV-F of the Social Security Act (the Act). The purpose of JOBS is to assure that needy families with children obtain the education, training, and employment that will help them avoid long-term welfare dependency. The JOBS Program is designed to assist recipients to become self-sufficient by providing needed employment-related activities and support services.

Public Law 100-485 requires State IV-A agencies (Human Services, Human Resources, Welfare) to have a JOBS program under a plan approved by the Secretary of HHS no later than October 1, 1990, or, at State option as early as July 1, 1989. It further requires each State IV-A agency to make the program available in each subdivision of the State, where it is feasible to do so, by October 1, 1992. At least every two years, the State IV-A agency must review and update its JOBS plan and submit the updated plan to the Secretary for approval.

In addressing the problems of welfare dependency, the Statute mandates certain JOBS activities, and requires State IV-A agencies to choose to implement two of four optional program activities (job search, on-the-job training, work supplementation, and community work experience programs). Previously, State IV-A agencies were required to have a Work Incentive (WIN) or WIN Demonstration program and could elect to provide other work programs. Under the work program option, the State IV-A agency chose which type of work programs to implement. The Family Support Act is more specific than prior work program authorities regarding the activities which may be offered by State IV-A agencies and the populations they are to serve under the various program authorities.

State IV-A agencies are required to assure coordination of JOBS Program services, including child care and supportive services pursuant to the regulations, with related services provided by other agencies. In each state, the Governor must assure that JOBS Program activities are coordinated with programs under the Job Training Partnership Act (JTPA), and with any other relevant employment, training, and education programs available within the State. At a minimum, this means that the appropriate job training and preparation components of the State JOBS plan shall be consistent with the coordination criteria specified in the governor's coordination and special services plan required under section 121 of the JTPA.
A State's JOBS Program must include the following four services and activities (services may be combined rather than offered discretely):

a) Any educational activity below the post secondary level that the State IV-A agency determines to be appropriate to the participant's employment goal. Including, but not limited to, high school education or GED preparation, basic and remedial education (to the 8.9 grade level), and ESL.

b) Job skills training including vocational training.

c) Job readiness activities to prepare participants to enter the world of work.

d) Job development and job placement activity by the agency to solicit employment for participants.

A State's JOBS Program must include, but is not limited to, at least two of the following four components:

a) Group and individual job search.

b) On-the-job training.

c) Work supplementation.

d) Community work experience program, or other approved work experience program activities.

A State's JOBS Program may include referral of a participant to postsecondary education, as determined necessary to meet any individual goals that are directly related to obtaining employment in a recognized occupation, within limits established by the State IV-A agency and reflected in the State JOBS plan.

Two-year colleges are advised to contact their State IV-A Agency to determine the status of the State's JOBS Plan, and the implementation of the program, both in the State and local subdivision. Opportunities exist for enhancing supportive services to ADC and AFDC recipients who are already enrolled in the College, in terms of personal and academic counseling, tutoring, job placement assistance, assessment and career development/exploration. All of these services would be designed to eliminate barriers to educational attainment and/or employment for ADC and AFDC recipients who are enrolled in associate degree or certificated programs. While the direct costs of tuition, books, and fees would generally not be paid through JOBS (rather traditional financial aid), JOBS can pay the direct and indirect costs associated with the enhanced supportive services which would be delivered to JOBS-enrolled clients.
For further information regarding the implementation of the JOBS Program on a local (city or county) level, contact the Department of Human Services, Human Resources, or Family Welfare.

For further information on a national level contact:

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Family Support Administration
Office of Family Assistance
Fifth Floor, 370 L’Enfant Promenade, SW
Washington, D. C. 20447
(202) 225-5118

Reported by Robert J. Visdos
Mary Malley
SECTION II: JOBS - EDUCATIONAL ACTIVITIES
Job Opportunities and Basic Skills Training (JOBS) Program

**Educational Activities**

**Mandatory Activities**

Section 482(d)(1)(A)(i) of the Social Security Act provides that the required educational activities are: (1) high school education or its equivalent; (2) basic and remedial education to achieve a basic literacy level; and (3) education for individuals with limited English proficiency.

The conference report (H.R. Rep. No. 998, 100th Cong., 2nd Sess. 142 (1988)) states that where enrollment in regular high school programs is deemed inappropriate, the State IV-A agency is expected to identify or develop alternative educational activities to meet the needs of JOBS participants. The regulations provide that the educational activity may include any activity below the postsecondary level, which means that an intermediate educational goal between basic education and high school is acceptable if the State IV-A agency concludes that it corresponds to the individual's long-term employment goal.

**Postsecondary Education**

The offering of postsecondary education is an entirely optional matter for the State IV-A agency to address in its JOBS plan, except that the regulations limit such education to that which is directly related to the fulfillment of an individual's employment goal, i.e., to obtain useful employment in a recognized occupation. Within this occupational limitation, the State IV-A agency must set forth in its State JOBS plan the bases upon which it will determine whether postsecondary education is appropriate.

**Self-initiated Education or Training**

Section 402(a)(19)(F) of the Act gives the State IV-A agency the option to allow individuals who are already engaged in education or training at the time they are otherwise required to begin participation in JOBS to continue attendance at an institution of higher education (as defined by section 481(a) of the Higher Education Act of 1965, 20 U.S.C. 1088) or in a school or course of vocational or technical training if certain conditions are met. The regulations require that a participant: (1) attend the educational activity at least half-time; (2) make "satisfactory progress in such institution, school, or course"; (3) be enrolled in a course of study that is consistent with her employment goals; and (4) meet the State's criteria for determining the appropriateness of the self-initiated activity.

**Other Education, Training, and Employment Activities**

Section 482(d)(1)(B)(ii) of the Act provides that the Secretary may approve additional components not specified in the Act.
Job Opportunities and Basic Skills Training (JOBS) Program
* Role of Postsecondary Education *

The role of postsecondary education in preparing individuals for self-sufficiency is recognized in the JOBS program. The Family Support Act provides two approaches to engaging in postsecondary education:

Self-initiated Education or Training

- The State IV-A agency may allow an individual who is enrolled at least half-time in an institution of higher education (as defined in the Higher Education Act), or in a school or course of vocational or technical training, at the time she would commence participation in JOBS, to continue in that education or training if:

  * the education or training is consistent with her employment goals, and
  * she is making satisfactory progress in her studies.

- If the individual fulfills the conditions of participation:

  * she can receive such supportive services as child care and transportation, and
  * other JOBS activities may not be permitted to interfere with her schooling.

- The Act stipulates that her educational expenses are not federally reimbursable through JOBS.

Placement in Postsecondary Education

- The Act provides that the State may offer JOBS participants postsecondary education in appropriate cases.

- The offering of postsecondary education is an entirely optional matter for the State IV-A agency to address in its JOBS plan, except that, consistent with the purpose of JOBS, we have limited such education to that which is directly related to the fulfillment of an individual's employment goal, i.e., to obtain useful employment in a recognized occupation.

- The JOBS participant who has been placed into postsecondary education may receive supportive services.

- While the costs of postsecondary education to which a JOBS participant is assigned are reimbursable under JOBS, we encourage States to use Federal, State, and private resources that are otherwise available to fund postsecondary education for JOBS participants--in keeping with the Act's mandate for coordination of services and activities.
* JOBS Educational Activities and Related Definitions *

- **Activities**

Any activity below the postsecondary level determined to be needed in relation to the participant's employment goal (including high school education or education designed to prepare a person to qualify for a high school equivalency certificate, basic and remedial education, and education in English proficiency). For those custodial parents under 20 who have not earned a high school diploma or the equivalent and can benefit from the activity, JOBS requires participation in a high school or equivalent education or in another appropriate educational activity. Individuals age 20 and over who do not have a high school education or the equivalent must participate in educational activities consistent with their employment goals, unless they demonstrate a basic literacy level or have a long-term employment goal that does not require a high school diploma.

Postsecondary education, as determined necessary to meet any individual goals that are directly related to obtaining useful employment in a recognized occupation, within limits established by the State IV-A agency and reflected in the State JOBS plan.

Self-initiated education or training, State IV-A agency may allow individuals who are already engaged in education or training at the time they are otherwise required to begin participation in JOBS to continue attendance at an institution of higher education or in a school or course of vocational or technical training if certain conditions are met.

- **Definitions**

Basic literacy level means a literacy level that allows a person to function at a level equivalent to at least grade 8.9.

Institution of higher education means any institution determined by the Secretary of Education to meet: (1) The definition of such term contained in either section 1201(a) or section 481(a) of the Higher Education Act of 1965 (20 U.S.C. 1001 et seq.), as amended; or (2) The definitions of "proprietary institution of higher education" or "postsecondary vocational institution," which are defined at sections 481(b) and (c) of that Act.

Postsecondary education means a program of postsecondary instruction offered by: (1) An institution of higher education determined by the Secretary of Education to meet section 1201(a), or section 481(a), (b), or (c) of the Higher Education Act of 1965, as amended; (2) An institution of higher education or a vocational school determined by the Secretary of Education to meet section 435(b) or section 435(c) of the Higher Education Act of 1965, as amended; or (3) A public institution that is legally authorized by the State to provide such a program within the State.
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SECTION IV: FY'90 JOBS STATE ALLOCATIONS

REGIONAL FAMILY SUPPORT
ADMINISTRATORS LISTING
TO 
STATE AGENCIES ADMINISTERING PUBLIC ASSISTANCE PLANS APPROVED UNDER TITLE IV-A OF THE SOCIAL SECURITY ACT AND OTHER INTERESTED ORGANIZATIONS, AGENCIES AND INDIVIDUALS

SUBJECT : Revised FY 1990 Job Opportunities and Basic Skills Training (JOBS) Program State Allocation Levels for Limits of Entitlement

ii. Social Security Act, Public Law 74-271 as amended, title IV-F.

PURPOSE : This is to inform States of the revised Limits of Entitlement for the JOBS program for Federal Fiscal Year (FY) 1990. Of the $800 million specified in Section 403(k) of the Social Security Act for FY 1990, the distribution of $674 million has been adjusted, based on each State's relative average monthly number of adult recipients for FY 1989.

CONTENT : Attachment A lists the amounts of Limits of Entitlement that will be available for FY 1990 for States that have implemented a Job Opportunities and Basic Skills Training (JOBS) program by October 1, 1989. A State that implements a JOBS program effective in a quarter after October 1 -- that is, as of January 1, 1990, March 1 or July 1 of 1990 -- will be entitled to a quarterly pro rata share of these funds.
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<td>DIST. OF COL.</td>
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1 The allocation could be reduced by Indians set aside within the State.
## JOBS
### FY - 1990 ALLOCATION

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<th>Matchable at other rates</th>
<th>State allocations</th>
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<td>674,000,000</td>
<td>800,000,000</td>
</tr>
</tbody>
</table>
ATTACHMENT B

REGIONAL ADMINISTRATORS

FAMILY SUPPORT ADMINISTRATION

I. MR. HUGH GALLIGAN
   DHHS/FSA
   JOHN F. KENNEDY FEDERAL BUILDING, 23RD FLOOR
   ROOM 2303
   BOSTON, MASSACHUSETTS 02203
   (FTS) 835-2463
   COMMERCIAL (617) 565-2463

II. MRS. ANN SCHREIBER
    DHHS/FSA
    26 FEDERAL PLAZA, ROOM 4048
    NEW YORK, NEW YORK 10278
    (FTS) 264-2890
    COMMERCIAL (212) 264-2890

III. MR. ALVIN TUCKER, ACTING
     DHHS/FSA
     P.O. BOX 8436
     3535 MARKET STREET, ROOM 5220
     PHILADELPHIA, PENNSYLVANIA 19101
     (FTS) 596-1320
     COMMERCIAL (215) 596-1320

IV. MS. SUANNE BROOKS
    DHHS/FSA
    101 MARIETTA TOWER, SUITE 821
    ATLANTA, GEORGIA 30323
    (FTS) 242-5733
    COMMERCIAL (404) 331-5733

V. MS. MARION STEFFY
   DHHS/FSA
   105 W. ADAMS STREET
   23RD FLOOR
   CHICAGO, ILLINOIS 60603
   (FTS) 353-4237
   COMMERCIAL (312) 353-4237

VI. MRS. NORMA GOLDBERG
    DHHS/FSA
    1200 MAIN TOWER BUILDING
    SUITE 1700
    DALLAS, TEXAS 75202
    (FTS) 729-9648
    COMMERCIAL (214) 767-9648

VII. MR. DWIGHT HIGH
     DHHS/FSA
     601 EAST 12TH STREET
     FEDERAL BUILDING, ROOM 515
     KANSAS CITY, MISSOURI 64106
     (FTS) 867-2806
     COMMERCIAL (816) 426-5159

VIII. MR. GUADALUPE SALINAS
      DHHS/FSA
      FEDERAL OFFICE BUILDING
      ROOM 1105
      DENVER, COLORADO 80294
      (FTS) 564-5645
      COMMERCIAL (303) 844-5646

IX. DR. SHARON FUJII
    DHHS/FSA
    50 UNITED NATIONS PLAZA
    MAIL STOP 351
    SAN FRANCISCO, CALIFORNIA 94102
    (FTS) 556-4415
    COMMERCIAL (415) 556-4415

X. MS. NATALIE DEMAAR
    DHHS/FSA
    2201 SIXTH AVENUE, M/S RX-70
    SEATTLE, WASHINGTON 98121
    (FTS) 399-2775
    COMMERCIAL (206) 442-2775
INQUIRIES: Inquiries should be directed to the appropriate Family Support Administration (FSA) Regional Administrator. See Attachment B for addresses and telephone numbers.

Attachments:

A. Revised Federal Fiscal Year 1990 JOBS Limits of Entitlement
B. Regional Administrators, Family Support Administration

Michael L. Sturman
Associate Administrator
Office of Financial Management
SECTION V: GRAMM-RUDMAN-HOLLINGS ACT
SEQUESTRATION RATES FOR FY '1990

26

BEST COPY AVAILABLE
TO: STATE AGENCIES ADMINISTERING THE JOB OPPORTUNITIES AND BASIC SKILLS TRAINING (JOBS) PROGRAM UNDER TITLES IV-A AND IV-F OF THE SOCIAL SECURITY ACT, AND OTHER INTERESTED ORGANIZATIONS, AGENCIES, AND INDIVIDUALS

SUBJECT: Sequestration of FY 1990 Federal JOBS Funds


EFFECTIVE: Immediately upon issuance.

BACKGROUND: The Gramm-Rudman-Hollings Act requires automatic reductions ("sequester") in Federal spending in selected programs. The amount to be sequestered for JOBS for FY 1990 is $3,608,000.

The amount of Federal financial participation (FFP) available to each State for JOBS comprises two portions. The first portion is equal to the amount a State received for its Work Incentive (WIN) program or WIN Demonstration program for FY 1987. The FFP rate for State expenditures which may be matched by these funds has been 90 percent. The second portion is based on each State's average monthly number of AFDC adult recipients for the preceding fiscal year. The FFP rates for expenditures which may be matched by these funds are the higher of the Federal Medical Assistance Percentage (FMAP) or 60 percent for certain expenditures and 50 percent for other expenditures.

CONTENT: To achieve the savings required by the sequester, the Federal matching rate of 90 percent for the JOBS program for FY 1990 is reduced to 66.01 percent. The JOBS Financial Report, the FSA-331, for the quarter ending September 30, 1990, will be adjusted to the revised matching rate.
The Federal Share of expenditures claimed at 90 percent will be calculated at a matching rate of 86.01 percent.

The Federal share of expenditures to be claimed at 86.01 percent may not exceed the revised ceiling for that portion of a State's JOBS allocation for which expenditures previously were matchable at the 90 percent FFP rate. The revised ceilings for these Federal funds are attached under column heading, "Authorization at 86.01%.

The 86.01 percent FFP rate applies to expenditures of FY 1990 funds made in FY 1991 as well. For example, a State may show unliquidated obligations on Line 12 of the FSA-331 for the fourth quarter which it had intended to claim at 90 percent. The expenditures in FY 1991 from these obligations may be claimed at 86.01 percent only. Federal matching for such expenditures is subject to the limits shown in the attachment.

The second portion of JOBS funds, i.e., that portion for which FFP is available at the FMAP or 60 percent and 50 percent, is unaffected by the sequester. The attachment under the column heading, "Authorization at Other Matching Rates", lists the remainder of grant award authority for Federal funds that is available for matching under these rates. Negative grant awards will be issued soon to reduce each State's grant award authority to the revised total shown in the attachment.

PROCEDURE: FSA-331 reports for the quarter ending September 30, 1990 should be submitted to the Family Support Administration (FSA) within 30 days of the end of the fiscal year. Line 6, "Federal Share of Expenditures Eligible for FFP at the 90% Rate", must represent only 86.01 percent of Line 2, "Expenditures Eligible for FFP at the 90% Rate." Line 6 must be adjusted for both columns (a) "Current Quarter Expenditures" and (b) "Total Fiscal Year Expenditures." If a State has not adjusted Line 6, FSA will make the appropriate adjustments.
Item 7 of the instructions in JOBS-FSA-AT-90-9, dated July 2, 1990, provides that States may submit adjustments to the reports submitted for the fourth quarter. For these adjustment reports and/or the final report, which is due within 30 days after the end of the following fiscal year, FSA will make necessary adjustments to Line 6 and will send copies of these corrected reports to the States.

INQUIRIES: Inquiries should be directed to the appropriate Family Support Administration Regional Administrator.

Michael L. Sturman
Associate Administrator
for Financial Management

Attachment
<table>
<thead>
<tr>
<th>STATES</th>
<th>BEFORE SEQUESTER AUTH. AT 90%</th>
<th>SEQUESTER AMOUNT 1/</th>
<th>REVISED AUTHORIZATION AT 86.01%</th>
<th>AUTHORIZATION AT OTHER MATCHING RATES</th>
<th>TOTAL REVISED AUTHORITY 2/</th>
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## FY 1990 SEQUESTRATION OF JOBS FUNDS

**SEPT. 7, 1990**

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<th>SEQUESTER AMOUNT 1/</th>
<th>REVISED AUTHORIZATION AT 86.01%</th>
<th>AUTHORIZATION AT OTHER MATCHING RATES</th>
<th>TOTAL REVISED AUTHORITY 2/</th>
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</table>

1/ The sequester amount reduces each State's grant award authority and its limit of entitlement.

2/ This amount represents the lesser of each State's grant award authority or its limit of entitlement, as reduced by the sequester.
NETWORK BOARD OF DIRECTORS

Robert J. Visdos - President
Cuyahoga Community College

Jeffrey G. Oliver - Vice President
Florida Community College at Jacksonville

David B. Canine - Secretary
Eastern Iowa Community College District

Dr. Lawrence J. Simpson - Treasurer
Cuyahoga Community College

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Catonsville Community College

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Cleveland State Community College