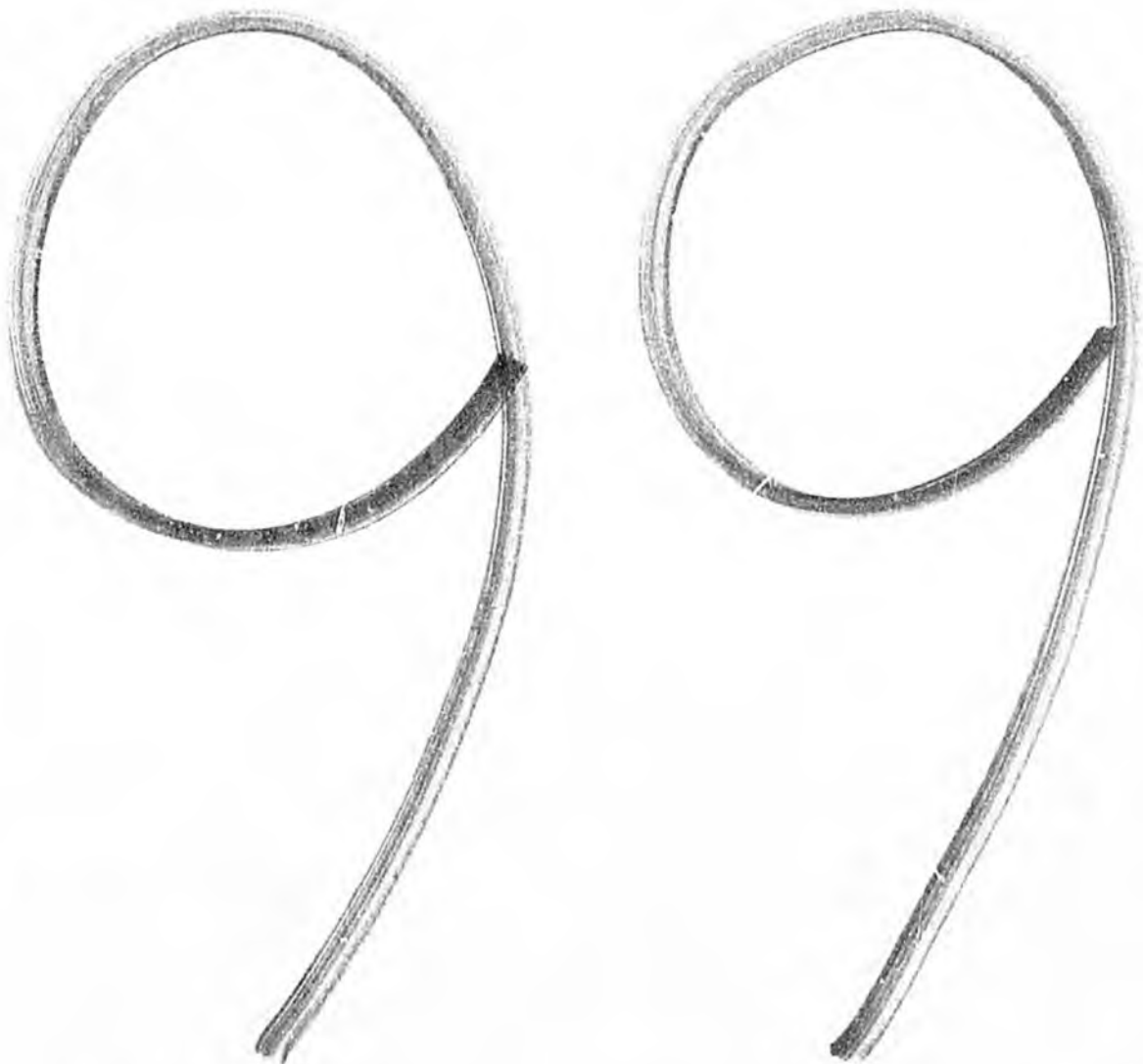


HB



# STATE OF ALASKA THE LEGISLATURE

## LEGISLATIVE AFFAIRS AGENCY

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JUNEAU, ALASKA 99811  
907-465-3800

May, 1986

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS date base CM 14. In order to save space copies of minutes have not been left in the files.

Jeanie Henry

House Judiciary	4/14/86	1:30 pm
" "	4/16/86	1:30 pm
" "	4/17/86	1:30 pm

HOUSE  
COMMITTEE REPORT

(7)

Date referred: 3/26/86

FURTHER REFERRALS: FINANCE

DATE: \_\_\_\_\_

The JUDICIARY Committee has considered HB 99

"An Act relating to public assistance employment programs."

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with CSHB 99 (JUD)  same title
- new title

and recommends \_\_\_\_\_

further referral to the \_\_\_\_\_ Committee

- and attaches:
- letter of intent
  - first fiscal note
  - new fiscal note
  - zero fiscal note

SIGNING DO PASS:

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SIGNING OTHER RECOMMENDATIONS:

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Chairman

Original sponsor: Rules/Governor

1 IN THE HOUSE

BY THE JUDICIARY COMMITTEE

2 CS FOR HOUSE BILL NO. 99 (Judiciary)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to public assistance employment  
7 programs."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 \* Section 1. AS 47.05 is amended by adding a new section to read:

10 Sec. 47.05.070. AUTHORITY TO ESTABLISH EMPLOYMENT PROGRAMS. (a)

11 The department may establish programs that provide applicants for  
12 public assistance and public assistance recipients with social ser-  
13 vices, including child care and transportation, needed to participate in  
14 the program and with incentives and training needed to obtain employ-  
15 ment, or with actual work experience.

16 (b) The department may require participation in a program as a  
17 condition of eligibility for public assistance. However, the depart-  
18 ment may not require an applicant or recipient to perform uncompen-  
19 sated work as a condition of eligibility for public assistance.

20 (c) The department shall provide an applicant or recipient with  
21 money or other resources it finds necessary to enable the applicant or  
22 recipient to participate in a program. The total value of money or  
23 other resources and aid payments may exceed maximum payment levels  
24 established under this title.

25 (d) The department may not require an applicant or recipient to  
26 participate in a program under this section as a condition of eligi-  
27 bility for public assistance if participation will cause a hardship  
28 for the applicant or recipient, for other good cause, or if the appli-  
29 cant or recipient is

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(1) under 16 years of age or 65 years of age or older;

(2) a full-time student under 18 years of age;

(3) ill or incapacitated, if medical evidence or other sound basis confirms that the illness or incapacity prevents entry into employment or training;

(4) residing in a remote area that requires more than two hours traveling time to complete a round trip between home and program area or work or training site by reasonably available transport;

(5) with only brief and infrequent absence, the primary caretaker of a child or children under six years of age residing in the same household or of a household member who has a verified physical or mental impairment that requires the presence of the primary caretaker in the home on a substantially continuous basis;

(6) the primary caretaker of a child in the household if another adult in the same household is registered and participating in the program;

(7) employed and working at least 30 hours a week at a job expected to last at least 30 days.

# STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Page 1 of 2

Revision Date: ~~1/21/86~~

**REQUEST**

Bill/Resolution No. : HB No. 99  
 Title: Public Assistance  
Employment Programs  
 Sponsor: Rules by request  
 Requestor: \_\_\_\_\_  
 Date of Request: 1/24/85

**FISCAL DETAIL**

Agency Affected: Health & Social Services  
 BRU: Public Assistance/Admin BRU  
 Components: Work Incentive Component

**EXPENDITURES/REVENUES : (Thousands of Dollars)**

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES		81.2	81.2	81.2	81.2	81.2
TRAVEL						
CONTRACTUAL	-0-	119.0	119.0	119.0	119.0	119.0
SUPPLIES		3.0	3.0	3.0	3.0	3.0
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS		42.4	42.4	42.4	42.4	42.4
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>-0-</b>	<b>245.6</b>	<b>245.6</b>	<b>245.6</b>	<b>245.6</b>	<b>245.6</b>

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
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**FUNDING : (Thousands of Dollars)**

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS	-0-	245.6	245.6	245.6	245.6	245.6
OTHER						
<b>TOTAL</b>	<b>-0-</b>	<b>245.6</b>	<b>245.6</b>	<b>245.6</b>	<b>245.6</b>	<b>245.6</b>

**POSITIONS :**

FULL-TIME		1.0	1.0	1.0	1.0	1.0
PART-TIME		2.0	2.0	2.0	2.0	2.0
TEMPORARY						

**ANALYSIS :** Attach a separate page if necessary

SEE ATTACHMENT

Prepared by: John R. Taber, Director Phone: 465-3347  
 Division: Public Assistance Date: 3-25-86

Approved by Commissioner: John R. O. Date: 3/26/86  
 Agency: \_\_\_\_\_

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

FISCAL NOTE:

HB No. 99  
Page 2 of 2

Job Search is intended to increase self sufficiency of welfare applicants and recipients. A majority of Food Stamp and AFDC applicants and/or recipients have had a reasonable amount of prior experiences in some type of paid employment or at least have sufficient education to make them "job ready." This fiscal note provides services necessary to increase the current effort for welfare applicants/recipients to utilize the open job market for self-obtained employment as an alternative to welfare.

Personal Services

<u>Job Class Title</u>	<u>Status</u>	<u>Location</u>	<u>R&amp;S</u>	<u>Monthly</u>	<u>Mo.</u>	<u>FY87 Cost</u>
Social Worker II	PPT	Fairbanks	14/B	2804	6	22,359
Social Worker II	PFT	Anchorage	14/B	2433	12	39,202
Social Worker II	PPT	Wasilla	14/B	2433	6	<u>19,601</u>
Personal Services Sub Total						81,162

Contractual

Contractual support cost: Telephone, postage office space for state staff	9,000
Professional services for employment and training services to welfare clients	110,000

Commodities

Office supplies	3,000
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Grants

Benefits to Individuals Day Care service for children of clients	<u>42,400</u>
TOTAL	245,562

POSITION PAPER  
HOUSE BILL NO. 99

"An Act relating to public assistance employment programs."

BACKGROUND

Legislation is needed to facilitate the expansion of involvement in employment programs by the Division of Public Assistance. In 1968 state law enacted a Work Incentive Program (WIN) which is presently operated by the Division of Public Assistance, Department of Health and Social Services and the Employment Security Division of the Department of Labor. Since 1961 federal regulation changes have been made authorizing a variety of work programs as a regular part of public assistance agency activity. By utilizing these program options, Alaska could design a system of work programs to suit our particular demographic, economic, and sociological characteristics. These programs include:

1. Employment Search, which has been a state optional program since 1982, enables states to require those applicants and recipients of Aid to Families with Dependent Children (AFDC) who are already mandatory for the WIN program to participate in a structured search for work for up to eight weeks beginning at the date of their application for assistance and for up to eight weeks per year thereafter. In Alaska this program would be operated as a part of the regular WIN program.

Employment Search would be used to provide a speedy and efficient transition to full employment for the most employable applicants and recipients. Services would be provided such as child care, transportation assistance, instruction in interviewing techniques, methods of identifying jobs and filling out applications, as well as help and encouragement during the job-hunting process. For those who find work quickly there is a reduced risk of the development of a long term dependence on public assistance.

This type of program has proven effective even in areas of high unemployment, with up to a 70% placement rate in some states. By using this program as an entry program in a work program system, the more costly programs would be reserved for those who need them most.

Employment Search would be limited to the urban areas of the state which could provide a reasonable employer market. Only those adult applicants and recipients of AFDC who live in urban areas selected for the program, who have no children under 6 years of age, and who have no prohibitive health or family problems would be required to participate in Employment Search. The program would be available on a voluntary basis to other AFDC recipients, as resources permitted.

2. The Community Work Experience Program (CWEP) would be utilized in place of the very successful Work Experience component of the WIN program and would be operated, as it always has been in WIN, as a way of providing clients with useful experience and training in

jobs that they wish to pursue. Supportive services, such as child care and transportation assistance would be provided and participation in any one CWEP placement would be limited to 13 weeks. However, clients could choose to complete several CWEP placements if they wanted to try different jobs before making a choice of employment goal.

Since CWEP participants continue to receive their assistance payments during their work experience placements, this program provides a risk-free way of developing work skills and self-confidence while also establishing a recent work history and reference. Recent studies show that work experience program participants not only have increased employment rates, but also are more likely to remain independent of public assistance. A very important aspect of this program is the opportunity it offers participants to develop the confidence to make it on their own.

3. The Work Supplementation Program (WSP) is the newest of the optional programs. This is a voluntary-only program where participants choose to receive a regular paycheck instead of their AFDC grant. WSP operates much like the On-the-Job Training component of WIN except that a client's public assistance grant (and not separate public funds) is used to subsidize wages. An employer who agrees to make a good faith effort to continue employing the WSP participant can receive a partial subsidy of the participant's wages for a limited period. WSP placements are normally for six to nine months.

Work Supplementation has not been a large portion of the work program activities of any state, and we would not expect it to be utilized for large numbers of participants in Alaska. The program is staff intensive and technically complicated to administer. However, it is a useful tool in obtaining higher paying jobs for some clients. The average AFDC grant in Alaska would provide a 62% subsidy on a wage of \$6 per hour or a 37% subsidy on a \$10 per hour wage.

The Alaska WIN program, which is one of the most successful in the nation, has been forced to cut back services and program activities traditionally provided to WIN participants (due to recent federal budget cuts). By accessing the federal funds available for the optional work programs described in this paper, full services and program activities for clients can be resumed. As described in the fiscal note that accompanies this position paper, this can be accomplished with no additional state general funds.

It is the intention of the Department to create a system of work programs that is responsive to the individual abilities and needs of welfare clients. That system will channel each participant into the program that is suited to his or her current education, training, and experience. Support services will be provided, as needed, to the greatest extent possible with available resources, including referral to

generally available community services and the programs of other state and local agencies. Our goal will always be to place each participant in a meaningful career position offering income potential that provides a real alternative to continued poverty.

RECOMMENDATION

The Department still supports HB 99, but recommends certain changes to bring the legislation into line with current planning. HB 99, only covers "applicants" for public assistance. We now urge the substitution throughout of "applicant/recipient" for the term "applicant" which will bring the Bill into conformance with our current intent and with the federal statutes and regulations governing the state option employment programs.

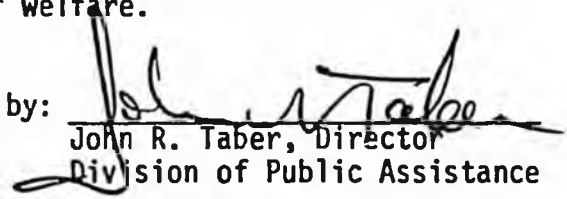
Section 1 allows for the provision of "services needed to obtain employment." We recommend that the Bill guarantee that participants in the program are furnished those support services (such as child care and transportation) necessary for participation. The appropriate language should be inserted at Section 47.05.012(a).

We also recommend the addition of a section providing minimum exemption criteria for clients who should not reasonably be required to participate in an employment program. A new subsection 47.05.012.(d) could include a listing of exempt individuals.

An amended version of HB 99, which incorporates the recommended changes, is attached.

HB 99 should be enacted as quickly as possible. It will provide a legislative mandate to use available resources and federal program authorities to pursue a system of humane welfare work programs in Alaska. Many of Alaska's welfare recipients will thereby receive the assistance they need, and do not now receive, to find meaningful employment. Alaska's needy will benefit through receipt of income that provides a better quality of life than is possible through welfare. The State of Alaska will benefit from a more economically healthy and contributing population and lower costs of welfare.

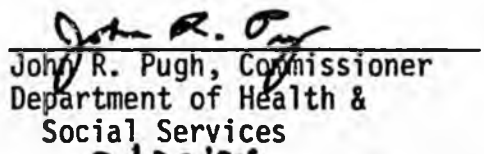
Recommended by:

  
John R. Taber, Director  
Division of Public Assistance

Date:

2-20-86

Approved by:

  
John R. Pugh, Commissioner  
Department of Health &  
Social Services

Date:

2/20/86

**WORK INCENTIVE (WIN) PROGRAM  
(FY'85)**

The Work Incentive (WIN) Program was established by the Social Security Amendments of 1967 and is the principal employment and training program aimed at transitioning Aid to Families with Dependent Children (AFDC) recipients from the public assistance rolls to fulltime unsubsidized employment. Applicants for AFDC are also assisted in obtaining employment thereby precluding the need to become public assistance recipients. Any able bodied member of a family receiving AFDC cash payments who is sixteen years of age, not in school, not otherwise exempt for health or family reasons, and resides within a WIN project area, must participate in the program as a condition of receiving their AFDC grant.

The WIN program is jointly operated by the Department of Labor, Employment Security Division and the Department of Health and Social Services, Division of Public Assistance. The Employment Security Division provides applicable employment and training services to include: testing, employment counseling, intensive employability planning, job development, work experience, OJT employment, institutional training and referral/placement services. The Division of Public Assistance provides supportive services necessary for WIN participants to obtain and retain employment such as: child care, counseling, homemaker services, medical services, family planning and transportation.

Federal/State funded WIN projects are currently operated in Anchorage, Fairbanks, Juneau, Kenai and Wasilla. Under existing federal and state laws, the federal financial participation is 90% of Federal WIN Program expenditures with a 10% State match required. During Federal Fiscal Year 1985, the Alaska WIN program registered 2596 welfare recipients and applicants and assisted 868 registrants obtain unsubsidized employment with 779 of these jobs lasting over 30 days at an average starting salary of \$6.81 per hour. This resulted in an annualized savings of \$3,774,667 in welfare costs which are funded by 50% federal revenues and a 50% State match.

The Alaska WIN program expended \$1,643,837 of Federal/State revenues in FY'85 which resulted in \$2.30 saved for every \$1.00 spent in program operation. In addition, a considerable savings was generated in Food Stamp and Medicaid payments when these welfare recipients were placed in unsubsidized employment - not counting the taxes paid from their earnings.

Program Statistics

	<u>FY'85</u>	<u>FY'84</u>	<u>FY'83</u>
Total Registrants	2596	2312	2182
On hand (9/30)	1010	869	890
Entered Employments	868	807	809
Over 30 Days	779	730	707
Retention Rate	93.7%	90.1%	91.4%
Starting Salary	\$6.81	\$6.52	\$6.48
Welfare Grant Reduction	\$3,774,667	\$2,607,671	\$2,520,156

## Analysis

The Alaska WIN program as a whole performed at a higher level than as FY'84 when we were second in the nation in employing AFDC recipients and removing them from AFDC. A vast disparity in performance by project was noted during FY'85 with the small projects substantially exceeding their established goals, while the two large programs (Anchorage and Fairbanks) fell far short of goals. Considerable emphasis will be made in FY'86 to improve our job search activities in an effort to increase production in the two large projects. Following is a breakout of performance versus goals for entered employments.

	<u>FY'84</u>	<u>FY'85</u>
Statewide	80.1%	88.3%
Anchorage	77.7%	77.9%
Fairbanks	55.8%	54.2%
Juneau	100.1%	264.7%
Kenai	175.8%	164.7%
Mat-Su	136.4%	194.1%

Component Usage

	<u>FY'85</u>	<u>FY'84</u>	<u>FY'83</u>
Employment Search	695	744	989
Institutional Training	49	80	63
OJT	9	19	1
Work Experience	67	51	31
Suspense to Employment	27	21	26
Suspense to Training	289	380	302
Other WIN Non-Component	1238	1080	633
Unassigned Recipient	597	159	370

WIN Recipient Characteristic Profiles

	<u>FY'85</u>	%	<u>FY'84</u>	%	<u>FY'83</u>	%
Number of Registrants	2596		2312		2182	
<u>Age of Registrants</u>						
15 and under	1		1		4	.2%
16 - 19	101	3.9%	86	3.7%	140	6.4%
20 - 21	106	4.1%	115	5.0%	115	5.3%
22 - 44	2178	83.9%	1939	83.9%	1765	80.9%
45 - 54	166	6.4%	136	5.9%	130	6.0%
55 and over	43	1.7%	35	1.5%	27	1.2%
<u>Sex of Registrants</u>						
Male	246	9.5%	209	9.0%	198	9.1%
Female	2350	90.5%	2103	91.0%	1983	90.9%
<u>Highest Grade of Schooling</u>						
0 - 8	149	5.7%	145	6.3%	149	6.8%
9 - 11	573	22.1%	499	21.6%	411	18.9%
12	1331	51.3%	1199	51.8%	1182	54.2%
Over 12	542	20.9%	469	20.3%	439	20.1%
<u>Race of Registrants</u>						
White (not Hispanic)	1662	64.0%	1462	63.2%	1348	61.8%
Black (not Hispanic)	285	11.0%	272	11.8%	256	11.8%
Hispanic	75	2.9%	72	3.1%	85	3.9%
American Indian (Alaska Native)	508	19.6%	462	20.0%	441	20.2%
Asian/Pacific Islander	49	1.9%	33	1.4%	44	2.0%
Identity Not Available	16	.6%	11	.2%	7	.3%

# MEMORANDUM

## State of Alaska

TO: Honorable John R. Pugh  
Commissioner  
Department of Health  
and Social Services

DATE: February 4, 1986

FILE NO: 366-297-86

TELEPHONE NO: 465-3603

FROM: Harold M. Brown  
Attorney General

SUBJECT: Use of allocated  
work incentive  
program funds in  
proposed Title  
IV-A programs

By: George W. Edwards *GWE*  
Assistant Attorney General  
Human Services-Juneau

This memorandum is in response to your request for an opinion concerning your proposal to modify the work incentive program currently administered by the Department of Health and Social Services (DHSS) to provide for a higher level of federal matching funds under Title IV-A of the Social Security Act (42 U.S.C. §§ 601-615) than is presently available under Title IV-C of the Act (42 U.S.C. §§ 630-645).

Specifically, you have asked: (1) whether existing federal and Alaska statutes provide sufficient authority for the implementation and administration of the proposed job programs, and (2) whether legislative intent regarding general fund allocations allows you the flexibility to use a portion of allocated funds for state match to obtain federal funding for Title IV-A job programs rather than for the existing Title IV-C job program.

The programs you have proposed all provide a work incentive for welfare recipients and will enable the state to benefit from increased federal program funding. In seeking to maximize federal funds available for work incentive programs by directing funds from the Title IV-C work incentive (WIN) program to the Title IV-A generic work incentive programs, you are clearly furthering legislative intent in maximizing state benefits from federal matching funds while operating within state and federal statutory authority.

A work incentive program was enacted by the Alaska Legislature in 1968 and codified as AS 23.15.650. The intent of the legislature may appropriately be determined through the transmittal letters of then Governor Hickel which accompanied the program bill (HB 649) and the program appropriations bill (HB 648). United Faculty of Florida v. Board of Regents, 365 So.2d 1073 (Fla. App. 1979). That intent was to provide a program which would create work incentives among grant recipients under the Aid to Families with Dependent Children (AFDC) program and which

would be entitled to federal matching funds under the WIN program.

In 1968 the federal government's WIN share under Title IV-C was 90 percent of the state's program cost. That percentage has since been reduced to about 50 percent and is expected to drop precipitously this year. While the federal WIN program is not scheduled to go out of existence, its value to the state as a funding source is no longer what the legislature was relying upon in 1968. Presently, programs authorized under Title IV-A offer a higher percentage of federal matching funds.

The duty to administer work incentive programs and to seek matching funds from the federal government lies with DHSS pursuant to AS 47.05.010 which states that the department shall:

(1) administer adult public assistance, aid to families with dependent children, and all other assistance programs, and receive and spend funds made available to it;

. . . .

(8) cooperate with the federal government in adopting state plans to make the state eligible for federal matching in appropriate categories of assistance . . . ;

The duty to carry out work incentive programs in the most fiscally responsible manner is mandated by AS 37.07.080(a) which states:

(a) Except as limited by policy decisions of the governor, appropriations by the legislature, and other provisions of law, the several state agencies have full authority for administering their program service assignments and are responsible for their proper management.

The proposed programs clearly constitute work incentive programs as envisioned by the legislature since each has a parallel program within the existing WIN structure. 42 U.S.C. § 632(b) describes component WIN programs as including job search services, work experience training, public service employment, and on-the-job training.

The proposed programs are a job search program under 42 U.S.C. § 602(a)(35), a work experience program under 42 U.S.C.

§ 609, and a work supplementation program under 42 U.S.C. § 614. The latter two proposed programs are statutorily recognized as alternatives to the WIN program. See 42 U.S.C. §§ 609(a)(3) and 614(b)(2).

One matter of potential concern is found in 42 U.S.C. § 644. The section appears to limit the power to administer the Title IV-C program to state agencies not also administering Title IV-A programs. Since programs from both titles have apparently overlapped in the past, we presume this section is not expected to be a problem.

Since the proposed programs simply duplicate three components of the existing WIN program, and since that program will continue to exist in Alaska pursuant to AS 23.15.650, on a more limited scale, initiation of the proposed programs is lawful. The decision to initiate the proposed programs is properly one for the commissioner of DHSS unless the governor's approval is required as suggested below.

After 1968, the legislature didn't again appropriate funds specifically for the program created under AS 23.15.650. Allocations have since been made both to DHSS and the Department of Labor for work incentive programs. During fiscal 1985 just over \$600,000 was allocated to DHSS for what is described in the Governor's Component Budget Summary as a work incentive subprogram.

The fact that funds are no longer appropriated for a specific work incentive program but are allocated for a generic program places the discretion for application of the funds with the executive branch. If the proposed program changes require the transfer of an allocation within DHSS from one budgeted program to another, approval of the Governor's Office of Management and Budget (OMB) is necessary pursuant to AS 37.07.080 which states in part:

(e) Transfers or changes between objects of expenditures or between allocations may be made by the head of a state agency upon approval of the office. No transfers may be made between appropriations except as provided in an act making the transfers between appropriations.

If DHSS in fact proposes to transfer funds from one program into another such that the actual operation of the existing work incentive program within DHSS will be altered, we believe the approval of OMB must first be obtained.

Honorable John R. Pugh, Commissioner  
Department of Health and Social Services

February 4, 1986  
Page 4

If the proposed transfer will instead effect only the source of federal funding and not the actual operation of the existing work incentive program within DHSS, the approval of OMB will not be necessary.

The duty to maximize the federal contribution in this instance lies with DHSS. The discretion to use allocated funds within an existing program also lies with DHSS. The authority to transfer allocated funds between programs must come from the governor through OMB.

GWE:nb

(907)  
465-3030

DOCUMENT #85-197

November 22, 1985

The Honorable Max F. Gruenberg  
Representative  
Alaska State Legislature  
914 Clay Court  
Anchorage, AK 99503

Dear Representative Gruenberg:

This is in reply to your request for information on providing alternatives for traditional welfare programs. I appreciate your expression of interest in the Massachusetts program and the opportunity to comment on it in regards to Alaska.

First, I have some information on the Work Incentive (WIN) Program in Alaska, followed by information on the State's Job Search Pilot Program, and then some additional possibilities for work programs which are being considered for Alaska.

Alaska's WIN Program is one of the most successful in the nation. This program is believed to be so successful because of its philosophy of meeting the client's needs first and the employer's second. The WIN program in Alaska expends, on average, about \$2,000 per placement compared with a \$3,000 average for the Massachusetts Employment and training (ET) program. The average annual AFDC grant in Massachusetts is \$4,300, in Alaska it is \$7,131. The average annual wage of an ET participant is \$9,900, for an Alaska WIN participant, \$13,729. After 30 days, 85 percent of ET participants remain employed compared with 94 percent for Alaska's WIN participants. Alaska WIN returns \$2.30 for every \$1 of program expense, the ET program returns \$1.37 for every \$1 expended.

WIN staff believe that Alaska would be even more successful if such ET program features as incentive awards for program staff, special funding for job training, and a major ongoing publicity campaign were added. If Alaska WIN participants had greater resources available, more of them would become employed, but resources (funds for training programs, subsidies for employment, money for day care, remedial medical treatment, etc.) are scarce and must be reserved for those whose needs are dire, at best.

All of Alaska's Aid to Families with Dependent Children (AFDC) clients are required to register for WIN participation unless they meet specific requirements that exempt them from registration.

The Division of Public Assistance (DPA) is currently operating a Job Search Pilot Program through WIN staff and the Department of Labor. This project is, at this time, being run in Anchorage only. In the six months since its inception, 548 new Food Stamp applicants have been referred to Job Search by the Gambell Street Public Assistance office, 392 of these applicants complied and showed up for registration with Job Search (the 156 who did not show up were, because of non-compliance, denied Food Stamps), 358 of the Job Search registrants were found to be job ready and actively entered into a job search. The Job Search Program has placed 121 of the job ready registrants in employment in its first six months of operation.

This program appears to have had a substantial effect on the number of new Food Stamp recipients in Anchorage (see enclosed graph), not only because of job placements, but also because the number of potential new recipients has been reduced due to the refusal of many applicants to register to seek employment. This pilot program covers only new applicants for Food Stamps and does not affect current recipients. This project is 100 percent federally funded. Originally, the Job Search Pilot Program was only funded from May 1, through September 30, 1985, however, the federal government has assured DPA that funds will be available to see the program through the end of calendar year 1985.

Public Assistance has requested funding from the federal government to establish a statewide Food Stamps Job Search program for federal fiscal year 1986. The \$260,000 requested has not yet been approved.

Currently, Alaska's General Relief and Food Stamp programs have work registration requirements, which demand that applicants report to Job Service and fill out an application. This contrasts to work search programs which require the client to conduct an active search for employment, with assistance from the State administrative staff and regular monitoring of results.

The Division of Public Assistance introduced HB 99, "An Act relating to public assistance or food stamps employment programs," to the legislature last year. The legislation, unfortunately, was not seen outside of the Health, Education, and Social Services Subcommittee. HB 99 would have established statutory authority for a Job Search program statewide for Food Stamp applicants and recipients. For more detailed information on HB 99, I have enclosed a copy of the Position Paper from last year's submission to the legislature.

In order to expand Alaska's work program resources and to maximize the efficiency of these programs, the Division of Public Assistance is researching the possibility of implementing two of the welfare-related programs offered through the federal government.

November 22, 1985

Employment Search is a Title IV-A (Social Security Act) program which offers 50 percent federal financial participation. Through this program, the most employable welfare recipients are quickly moved to self support with minimal program expenditures. Program resources similar to those offered by WIN are reserved for clients who have the most need of them. Employment Search is available to both new applicants for, and current recipients of, AFDC. The program operates very much like Alaska's current pilot Food Stamp Job Search program.

Job searching resources could be further expanded through another Title IV-A program, the Community Work Experience Program (CWEP). CWEP operates much like a WIN Work Experience, which is designed specifically to meet the individual needs of a client. CWEP, however, offers additional federal funding. Through a well designed CWEP, clients are provided on-the-job experience in public service or non-profit agencies. This gives them an opportunity to try out jobs, gain work experience, and develop work references, while providing worthwhile service to their community. The CWEP program is directed at AFDC recipients and may be either voluntary or mandatory, at State option. Pilot programs in areas offering maximum work experience potential are permissible.

Included in legislation currently before Congress to reauthorize the Food Stamp Program are requirements for states to implement employment and training programs for Food Stamp recipients. The House and Senate versions differ, so specific requirements are yet to be determined by the Conference Committee. I am enclosing the American Public Welfare Association's summary of this legislation for your information. Passage of the Food Stamp legislation is expected within the next 30 days, however, work search program implementation deadlines are as yet unknown.

Alaska has two successful work programs available to those in need of welfare services. Hopefully these programs will soon be expanded to provide further job finding assistance to current recipients of welfare in Alaska, as well as to assist those who are newly applying to receive assistance.

Rep. Max F. Gruenberg, Jr.

-4-

November 22, 1985

If you have any comments on Alaska's current programs, or suggestions to further enhance prospective programs, please feel free to contact me, or John Taber, Director of the Division of Public Assistance at 465-3347. If you are interested in further details on any of the programs mentioned in this letter, Mr. Taber can direct you to the appropriate member of his staff.

Sincerely,

John R. Pugh  
Commissioner

Enclosures

cc: John R. Taber

bcc: Helen Blinderman

COMMITTEE REPORT

HOUSE

( 7 )

FURTHER: FINANCE

1/23/85

Date: March 24, 1986

The Committee on HEALTH, EDUCATION AND SOCIAL SERVICES has had HB 99

"An Act relating to public assistance employment programs."

under consideration and recommends:

- do pass  do not pass
- do pass with attached amendments(s)
- replace with CS for HB 99 (HESS)  same title  
 new title
- and recommends do pass
- AND attaches a "Letter of Intent"  New Fiscal Note 2.0102
- reports it back without recommendation  Zero Fiscal Note Attached
- referred to the \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

Max G. Gruenberg  
Chris Taylor  
John Korman  
Allyson

MEMBERS HAVING  
OTHER RECOMMENDATIONS:

David W. Thompson - NO REC  
Wayne Bentley - No Rec

Max G. Gruenberg CO-CH  
 CHAIRMAN  
John Korman CO-CHAIR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

January 23, 1985

The Honorable Ben Grussendorf  
Speaker of the House  
Alaska State Legislature  
Pouch V  
Juneau, AK 99811

Dear Representative Grussendorf:

Under the authority of art. III, sec. 18, of the Alaska Constitution, I am transmitting a bill relating to public assistance employment programs. The bill authorizes the creation of programs that encourage public assistance applicants to work as an alternative to receiving aid.

The bill has three components: it authorizes the Department of Health and Social Services to establish employment and training programs; it allows the department to require participation in a program as a condition of eligibility or as recompense for aid payments; and it allows the department to give an applicant money or provide services that enable the applicant to participate in a program.

Under the first component, the department may establish programs that encourage persons to prepare for, seek, and retain employment so that they will not need public assistance. The Work Incentive Program administered by the Department of Labor under AS 23.15.250 has been successful and the Department of Health and Social Services needs the authority granted in this bill to enable it to adopt and administer similar programs.

The second component allows the department to mandate participation in a program it establishes as a condition of eligibility, or as recompense, for assistance. Participation in a program would give an applicant placement information, vocational skills, on-the-job training, or other assistance the applicant needs to become self-supporting.

The final component allows the department to provide an applicant with money or services the applicant needs in order to participate in employment programs (e.g. bus fare, day care), without having to reduce the applicant's assistance by the amount of money or the value of the services pro-

vided. Applicants' assistance payments need not be reduced as a consequence of receiving the money or services because the bill permits total benefits to exceed maximum payment levels.

The experience of other states indicates that training and employment programs have been successful in putting welfare applicants on their way to self-support. I urge you to adopt this bill.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bill Sheffield".

Bill Sheffield  
Governor

STATE OF ALASKA 1985 LEGISLATIVE SESSION  
FISCAL NOTE

Revision Date: \_\_\_\_\_

REQUEST  
Bill/Resolution No.: HB 99  
Title: Job Search Programs

FISCAL DETAIL  
Agency Affected: Health & Social Services  
Program Category Affected: Social Services

Sponsor: \_\_\_\_\_  
Requestor: \_\_\_\_\_  
Date of Request: \_\_\_\_\_

BRU, Program or Subprogram(s) Affected:  
Public Assistance/Administration BRU

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

	FY 85	FY 86	FY 87	FY 88	FY 89	FY 90
<b>OPERATING</b>						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL		*514.0				
400 SUPPLIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 CRANTS, CLAIMS						
800 MISCELLANEOUS						
<b>TOTAL OPERATING</b>						
<b>CAPITAL</b>						
<b>REVENUE</b>						

**FUNDING: (Thousands of Dollars)**

GENERAL FUND	125.0					
FEDERAL FUNDS	389.0					
OTHER						
<b>TOTAL</b>	<b>*514.0</b>					

\*This 514.0 is included in the FY86 Gov budget. PA Admin BRU,

**POSITIONS:** Eligibility Determination Component.

FULL-TIME						
PART-TIME						
TEMPORARY						

**ANALYSIS:** Attach a separate page if necessary

Professional contract services to implement and operate an Alaska Job Search program to assist Division of Public Assistance clients seek and obtain employment. The goal of Job Search programs is to move welfare clients from dependency to self sufficiency. Successful operation of Job Search programs help clients achieve self-support and results in public assistance formula program savings.

Prepared By: John R. Taber *JRT* Phone: 465-3347  
Division: Public Assistance Date: 12/17/84

Approved by Commissioner: *John R. By* Date: 12/21/84  
Agency: DHSS

**Distribution (by Agency preparing fiscal note):**

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

7/1/84

PUBLIC OPINION MESSAGE

TO: REPRESENTATIVE M. MIKE MILLER  
FROM: BEVERLY FROST  
PO BOX 60  
SUTTON AK 99674  
745-4171

BILL NO: HB 99

SUBJECT: PUBLIC ASSISTANCE EMPLOYMENT PROGRAMS

MESSAGE:

THIS BILL MIGHT BE TOO BENEVOLENT. YOU MUST SET A LIMIT ON HOW MUCH CAN BE PROVIDED TO EACH APPLICANT. YOU MUST SET A LIMIT ON THE TIME PERIOD REQUIRED FOR TRAINING. CONSIDER EVERYTHING WITHIN REASON AND MODERATION.

DATE: 04/14/86 TIME: 16:37:57 SENT BY: MATSU LIO

COPIES TO: HOUSE MEMBERS  
SENATE MEMBERS