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COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Cynthia Rice (Subject Files)
OA/Box Number: 15430

FOLDER TITLE:

Disability-Kennedy/Jeffords 1999 [3]

rx40

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 advise 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]

Partnerships
Service Integrator

purpose of disseminating accurate
information to individuals
with disabilities on work
incentives programs and
outreach programs

same title
as G-16

DRAFT 1/6/98

WORK INCENTIVES PLANNING, ASSISTANCE, AND OUTREACH GRANTS

to subprograms

Members of Congress, led by Senators Jeffords and Kennedy, and the President's Task Force on the Employment of Adults with Disabilities have expressed a strong interest in enhancing the employability of individuals with disabilities and proposed several ways of doing so. Their focus is on improving access to and coordination of information, benefits and services to enable individuals with disabilities to return to the workforce.

The Work Incentive Planning, Assistance, and Outreach grant proposal combines the strong ideas presented by Senators Jeffords and Kennedy and by the Task Force with the existing infrastructure for providing information and services to individuals with disabilities.

New Program. \$ XX million in discretionary funds will be included in the FY 2000 budget, with a commitment to continued funding in future years, with which the Department of Labor will make grants to Partnerships or Consortia in every State, to augment base programs with new services and new information sources for people with disabilities who want to return to work.

Base program. Under the new Workforce Investment Act (WIA), access of people with disabilities to the full range of re-employment services is a new, high priority. The Act will be fully implemented by July 1, 2000. Under its terms, the Federally-funded Vocational Rehabilitation agencies are required to participate in the One-Stop Delivery System, the new method for organizing employment and training services.

Add
offerings
note if
they are
mandatory

• **Workforce Investment Boards.** The Workforce Investment Act requires the formation of State and local Workforce Investment Boards. The lead State agency official for Vocational Rehabilitation must be represented on State Workforce Investment Boards. In addition, Local Workforce Investment Boards are required to include individuals with disabilities and representatives of community-based organizations (including those representing individuals with disabilities) and encouraged to include business representatives with experience in hiring individuals with disabilities. The Partnerships will work with both State and local Boards.

or
optional
partners
SSA
Medicaid
TANF
Educ
(comm
collge,
K-12)

• **One-Stop Delivery Systems.** The One-Stop delivery system under the WIA will provide tailored core employment services and information on employment opportunities to individuals to both disabled and non-disabled individuals. State Vocational Rehabilitation Agencies are required by law to be represented in every one-stop center. In addition, every effort would be made to have one representative in every One-Stop center of sufficient size, who specializes in employment issues for individuals with disabilities. Grantees would build off these systems' service coordination efforts.

Federal regulations and guidance to the Workforce Investment Boards, the Employment Service, and the Vocational Rehabilitation agencies will ensure that the One-Stop system will have

Add program need from memo

specific, high quality services available to address the needs of people with disabilities. This may include, in One-Stops of sufficient size, an individual whose sole duty is to work with people with disabilities.

The new program would build on this base.

Objectives of the new program:

- provide benefits planning and assistance to individuals with disabilities;
- facilitate access to information and services available to individuals with disabilities in the public, private and non-profit sectors, and
- better integrate and coordinate employment services, especially to individuals with disabilities, on the Federal, State, and local levels of government.

incl and work incentives returning to work in the public, private, non-profit returning to work and support services

about

Program Design. The Department of Labor (DOL) would issue competitive grants in every State, to partnerships of organizations (public and private) including organizations of people with disabilities. See attached list for examples of agencies that could be included in a partnership.

The Partnerships would be responsible for working with the One-Stop system to augment its capabilities to provide the most effective service to people with disabilities, to provide timely and accurate information that people with disabilities need concerning the benefits available to them when they return to work (especially the benefits to be proposed under new legislation), and to coordinate effectively the various State and local agencies and disability organizations which are relevant to ensuring that persons with disabilities are best prepared to reenter the workforce.

such as health, transportation, and personal assistants

As the lead Federal agency for employment and training services for all Americans, DOL is the agency best positioned to administer these grants. DOL will consult with all other affected Federal agencies (see below) on the development of its solicitation for grant applications, on review of applications for quality and comprehensiveness, and on monitoring and evaluating the grants and the operations of the One-Stop system.

? eligible non-profits?

Coordination with Federal Boards and Agencies. DOL will coordinate closely with the National Council on Disability, the President's Committee on the Employment of People with Disabilities, and the Task Force on the Employment of Adults with Disabilities, the Education Department, the Department of Health and Human Services, the Social Security Administration, the Department of Veterans Affairs, the Small Business Administration, the Department of Commerce, and others.

Would this replace Title IVA or just 401? (402 is \$ for protection Attorney) (IVB is advisory CMS)

Attachment: Possible Partnership Members

Partnerships are comprised of public and private agencies serving individuals with disabilities including:

Workforce Investment Board/Private Industry Council

Vocational Rehabilitation State Agencies (including VR agencies for the Blind)

Centers for Independent Living

Medicaid and State medical assistance agency

Local/District Social Security Administration Office

Veterans Administration Regional Office

State Protection and Advocacy Agency

Client Assistance Programs

State Developmental Disabilities Councils

State mental health agency

State mental retardation agency

State TANF agency

State transportation authority

Local/Regional Transit Authority and/or metropolitan planning organization

Local public housing authority

Small Business Administration Regional Office

Education agencies providing transitional services (i.e. State Education Agency, State School-to-Work Agency, local boards, community colleges)

Local development agencies

Labor organizations

Private/Non-profit service providers

no SP

January 7, 1999

Serving People with Disabilities in the Universal Re-employment Initiative

The Universal Re-Employment Initiative is currently financed with increases totaling \$335 million over the FY 1999 enacted level for three Department of Labor programs:

Dislocated worker core services and training:	\$190 million
Employment Service grants additional services:	\$ 73 million
One-Stop Career Center enhancements:	\$ 72 million

Proposal: In order to ensure that the Universal Re-employment Initiative meets its goals, which requires the appropriate inclusion of people with disabilities who are seeking work, (1) add \$23 million to the total Initiative for a new total of \$358 million; (2) incorporate the Work Incentives Planning, Assistance, and Outreach Grants (tentative title) into the Re-employment Initiative; (3) finance these grants at \$50 million.

OMB is making \$23 million in new funds available for this purpose. The remaining \$27 million would be derived from within the current \$335 million.

What do Work Incentive, Planning, Assistance and Outreach Grants do? Through competitive grants to consortia or partnerships in each state, they work directly with One-Stops, the Employment Service, and State and local Workforce Investment Boards to augment the base programs' capability with new services and information sources for people with disabilities who want to return to work. They will make it possible for each One-Stop, Board, and Employment Service system to reach people with disabilities effectively, providing expertise these entities generally do not now have, including the ability to provide essential information about benefits available for people with disabilities who go to work.

Rationale. Among the goals of the Re-employment initiative is ensuring that every American has access to One-Stop Career Centers by 2004. There are an estimated 54 million people with disabilities, many of whom work or want to work; more will have a stronger desire to work upon enactment of the Administration's disability benefits-based initiative for work incentives. The Re-employment Initiative needs to incorporate the Work Incentive Grants if it is to reach its goal and be supported by disability groups.

The Re-employment Initiative already has a small amount, \$5 million, for working with the National Federation for the Blind to develop a talking America's Job Bank to allow the blind to use the AJB independently. The Initiative needs much more to be fully responsive to people with disabilities.

Sources for the \$27 million:

- o \$7 million from One-Stops. The remaining \$65 million fully supports the specific items in the Reemployment Initiative. The One-Stop system will be the beneficiary of the full \$50 million, in terms of augmenting each Center's capacity to serve its population of

people with disabilities.

- o \$20 million from Employment Services. The second goal of the Initiative, to provide re-employment services to every person who loses their job through no fault of their own, originally was intended to address re-employment of profiled UI recipients with high probability of exhausting their benefits. Our rhetoric is much broader now, focusing on making such services available to any worker. By definition, this must include persons with disabilities.

Initial costing of the initiative was tied to service only to “profiled” UI recipients; with the passing of focus on that limited target group, the amount for this component is now more precisely “what the Budget can afford this year.”

The remaining \$53 million increase to the Employment Service to enhance its services will be its first increase in many years. As with One-Stops, the Partnerships funded with Work Incentives Grants will augment ES services and capability and thus its capacity to place, and get credit for, more persons with disabilities than it has otherwise been able to do.



Cynthia A. Rice

01/08/99 10:04:28 AM

Record Type: Record

To: See the distribution list at the bottom of this message
cc: See the distribution list at the bottom of this message
bcc: Records Management
Subject: Re: Draft BRIDGE-like proposal 

This is really helpful. I would

(1) Under the description of the base program, note other agencies (SSA, Medicaid, TANF, Education) and their status as mandatory or optional participants in One Stops

(2) Under objectives, I'd make a few edits to add some more phrases from J-K (like "work incentives") and our BRIDGES discussion, and to make the work objective more clear:

provide benefits planning and assistance to individuals with disabilities working or returning to work

facilitate access to information ~~and~~ about services and work incentives available in the public, private and non-profit sectors for ~~to~~ individuals with disabilities working or returning to work in the public, private and non-profit sectors; and

better integrate and coordinate employment and support services, especially to individuals with disabilities working or returning to work, on the Federal, State, and local levels of government.

(3) It would be useful to reference at some point under program design the type of benefits we would like the grantees to provide information about and coordinate the delivery of, e.g., health, transportation, etc.

(4) Also under program design, it we should make clear that competitive grants could go to public, private, or non-profit grantees.

One question: would this replace what is now title IVA of J-K or just section 401?

Cecilia E. Rouse



Cecilia E. Rouse
01/07/99 09:39:09 AM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP
cc:
Subject: Draft BRIDGE-like proposal

Cynthia, You should have received a copy of this.

-- Ceci

----- Forwarded by Cecilia E. Rouse/OPD/EOP on 01/07/99 09:40 AM -----



Barry White
01/06/99 07:48:01 PM

Record Type: Record

To: Jonathan M. Young/WHO/EOP, Jeanne Lambrew/OPD/EOP, Cecilia E. Rouse/OPD/EOP
cc: See the distribution list at the bottom of this message
Subject: Draft BRIDGE-like proposal

Attached is a draft as we discussed earlier today. Barbara has reviewed it and is okay with it, with the caveat that we may have to play with the words on the outyear commitment.

Jon, could you find a way to get this to Becky Ogle for her review?

This should not otherwise be circulated to agencies yet -- especially with the current disagreements running between Education and Labor on the role of VR agencies in One-stops, which we will have to deal with before this event.

Let me know tomorrow what changes each of you need made.



WIPAOG.W

Message Copied To:

Larry R. Matlack/OMB/EOP
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1 **TITLE IV—WORK INCENTIVES**
2 **PLANNING, ASSISTANCE, AND**
3 **OUTREACH**

4 **Subtitle A—Work Incentives Plan-**
5 **ning, Assistance, and Outreach**
6 **for Individuals With Disabilities**

7 **SEC. 401. WORK INCENTIVES PLANNING, ASSISTANCE, AND**
8 **OUTREACH PROGRAM.**

9 (a) **ESTABLISHMENT.—**

10 (1) **IN GENERAL.—**The Commissioner of Social
11 Security (in this section referred to as the “Commis-
12 sioner”), in consultation with the Work Incentives
13 Advisory Panel established under section 411, shall
14 establish a community-based work incentives plan-
15 ning and assistance program for the purpose of dis-
16 seminating accurate information to individuals with
17 disabilities on work incentives programs and issues
18 related to such programs.

19 (2) **GRANTS, COOPERATIVE AGREEMENTS, CON-**
20 **TRACTS, AND OUTREACH.—**Under the program es-
21 tablished under this section, the Commissioner
22 shall—

23 (A) establish a competitive program of
24 grants, cooperative agreements, or contracts to
25 provide benefits planning and assistance, in-

1 cluding information on the availability of pro-
2 tection and advocacy services, to individuals
3 with disabilities, including individuals partici-
4 pating in the Ticket to Work and Self-Suffi-
5 ciency Program established under section 1147
6 of the Social Security Act, the program estab-
7 lished under section 1619 of the Social Security
8 Act (42 U.S.C. 1382h), and other programs
9 that are designed to encourage individuals with
10 disabilities who receive benefits under title II or
11 XVI of the Social Security Act (42 U.S.C. 401
12 et seq., 1381 et seq.) to work;

13 (B) conduct directly, or through grants,
14 cooperative agreements, or contracts, ongoing
15 outreach efforts to individuals with disabilities
16 (and to the families of such individuals) who
17 are potentially eligible to participate in Federal
18 or State work incentive programs that are de-
19 signed to assist individuals with disabilities to
20 work, including—

21 (i) preparing and disseminating infor-
22 mation explaining such programs; and

23 (ii) working in cooperation with other
24 Federal, State, and private agencies and
25 nonprofit organizations that serve individ-

1 uals with disabilities, and with agencies
2 and organizations that focus on vocational
3 rehabilitation and work-related training
4 and counseling;

5 (C) establish a corps of trained, accessible,
6 and responsive work incentives specialists who
7 will specialize in disability work incentives
8 under titles II and XVI of the Social Security
9 Act (42 U.S.C. 401 et seq., 1381 et seq.) for
10 the purpose of disseminating accurate informa-
11 tion to disabled applicants and beneficiaries
12 under titles II and XVI of such Act with re-
13 spect to inquiries and issues relating to work
14 incentives; and

15 (D) provide—

16 (i) training for the work incentive spe-
17 cialists and the individuals providing plan-
18 ning assistance described in subparagraph
19 (C); and

20 (ii) technical assistance to organiza-
21 tions and entities that are designed to en-
22 courage individuals with disabilities return
23 to work.

24 (3) COORDINATION WITH OTHER PROGRAMS.—

25 The responsibilities of the Commissioner established

1 under this section shall be coordinated with other
2 public and private programs that provide informa-
3 tion and assistance regarding rehabilitation services
4 and independent living supports and benefits plan-
5 ning for working individuals with disabilities includ-
6 ing the program under section 1619 of the Social
7 Security Act (42 U.S.C. 1382h), the plan to achieve
8 self-sufficiency program (PASS), and any other Fed-
9 eral or State work incentives programs designed to
10 assist individuals with disabilities, including edu-
11 cational agencies that provide information and as-
12 sistance regarding rehabilitation, school-to-work pro-
13 grams, transition services (as defined in, and pro-
14 vided in accordance with, the Individuals with Dis-
15 abilities Education Act (20 U.S.C. 1400 et seq.)),
16 and other services.

17 (b) CONDITIONS.—

18 (1) SELECTION OF ENTITIES.—

19 (A) APPLICATION.—An entity shall submit
20 an application for a grant, cooperative agree-
21 ment, or contract to provide benefits planning
22 and assistance to the Commissioner at such
23 time, in such manner, and containing such in-
24 formation as the Commissioner may determine

1 is necessary to meet the requirements of this
2 section.

3 (B) STATEWIDENESS.—The Commissioner
4 shall ensure that the planning, assistance, and
5 information described in paragraph (2) shall be
6 available on a statewide basis.

7 (C) ELIGIBILITY OF STATES AND PRIVATE
8 ORGANIZATIONS.—

9 (i) IN GENERAL.—The Commissioner
10 may award a grant, cooperative agreement,
11 or contract under this section to a State or
12 a private agency or organization (other
13 than Social Security Administration Field
14 Offices and the State agency administering
15 the State medicaid program under title
16 XIX of the Social Security Act (42 U.S.C.
17 1396 et seq.)), including any agency or en-
18 tity described in clause (ii), that the Com-
19 missioner determines is qualified to provide
20 the planning, assistance, and information
21 described in paragraph (2).

22 (ii) AGENCIES AND ENTITIES DE-
23 SCRIBED.—The agencies and entities de-
24 scribed in this clause are the following:

1 (I) Any public or private agency
2 or organization (including Centers for
3 Independent Living established under
4 title VII of the Rehabilitation Act of
5 1973, protection and advocacy organi-
6 zations, client assistance programs es-
7 tablished in accordance with section
8 112 of the Rehabilitation Act of 1973,
9 and State Developmental Disabilities
10 Councils established in accordance
11 with section 124 of the Developmental
12 Disabilities Assistance and Bill of
13 Rights Act (42 U.S.C. 6024)) that the
14 Commissioner determines satisfies the
15 requirements of this section.

16 (II) The State agency admin-
17 istering the State program funded
18 under part A of title IV of the Social
19 Security Act (42 U.S.C. 601 et seq.).

20 (D) EXCLUSION FOR CONFLICT OF INTER-
21 EST.—The Commissioner may not award a
22 grant, cooperative agreement, or contract under
23 this section to any entity that the Commissioner
24 determines would have a conflict of interest if

1 the entity were to receive a grant, cooperative
2 agreement, or contract under this section.

3 (2) SERVICES PROVIDED.—A recipient of a
4 grant, cooperative agreement, or contract to provide
5 benefits planning and assistance shall select individ-
6 uals who will act as planners and provide informa-
7 tion, guidance, and planning to an individual with
8 disabilities on the—

9 (A) availability and interrelation of any
10 Federal or State work incentives programs de-
11 signed to assist individuals with disabilities that
12 the individual may be eligible to participate in;

13 (B) adequacy of any health benefits cov-
14 erage that may be offered by an employer of
15 the individual and the extent to which other
16 health benefits coverage may be available to the
17 individual; and

18 (C) availability of protection and advocacy
19 services for individuals with disabilities and how
20 to access such services.

21 (3) AMOUNT OF GRANTS, COOPERATIVE AGREE-
22 MENTS, OR CONTRACTS.—

23 (A) BASED ON POPULATION OF BENE-
24 FICIARIES UNDER TITLES II AND XVI.—Subject
25 to subparagraph (B), the Commissioner shall

1 award a grant, cooperative agreement, or con-
 2 tract under this section to an entity based on
 3 the percentage of the population of the State
 4 where the entity is located who are disabled
 5 beneficiaries, as defined in section 1147(k)(2)
 6 of the Social Security Act.

7 (B) LIMITATIONS.—

8 (i) PER GRANT.—No entity shall re-
 9 ceive a grant, cooperative agreement, or
 10 contract under this section for a fiscal year
 11 that is less than \$50,000 or more than
 12 \$300,000.

13 (ii) TOTAL AMOUNT FOR ALL GRANTS,
 14 COOPERATIVE AGREEMENTS, AND CON-
 15 TRACTS.—The total amount of all grants,
 16 cooperative agreements, and contracts
 17 awarded under this section for a fiscal year
 18 may not exceed \$23,000,000.

19 (4) AUTHORIZATION OF TRANSFERS FROM
 20 TRUST FUNDS.—

21 (A) TITLE II DISABILITY BENE-
 22 FICIARIES.—Beginning with fiscal year 2000,
 23 there are authorized to be transferred from the
 24 Federal Old-Age and Survivors Insurance Trust
 25 Fund and the Federal Disability Insurance

1 Trust Fund each fiscal year such sums as are
2 necessary to carry out the provisions of this
3 section with respect to title II disability bene-
4 ficiaries. Money paid from the Trust Funds
5 under this section with respect to title II dis-
6 ability beneficiaries who are entitled to benefits
7 under section 223 of the Social Security Act
8 (42 U.S.C. 423) or who are entitled to benefits
9 under section 202(d) of that Act (42 U.S.C.
10 402(d)) on the basis of the wages and self-em-
11 ployment income of such beneficiaries, shall be
12 charged to the Federal Disability Insurance
13 Trust Fund, and all other money paid from the
14 Trust Funds under this section shall be charged
15 to the Federal Old-Age and Survivors Insurance
16 Trust Fund. The Commissioner of Social Secu-
17 rity shall determine, subject to the provisions of
18 the preceding sentence, the amount that should
19 be charged to each of the Trust Funds.

20 (B) TITLE XVI DISABILITY BENE-
21 FICIARIES.—Amounts authorized to be appro-
22 priated to the Social Security Administration
23 under section 1601 of the Social Security Act
24 (42 U.S.C. 1381) shall include amounts nec-

1 essary to carry out the provisions of this section
2 with respect to title XVI disability beneficiaries.

3 **SEC. 402. GRANTS FOR ASSISTING PROTECTION AND ADVO-**
4 **CACY FOR INDIVIDUALS WITH DISABILITIES.**

5 (a) **IN GENERAL.**—The Commissioner of Social Secu-
6 rity shall make grants to eligible entities to establish and
7 implement programs to provide advocacy and rights pro-
8 tection to recipients of disability insurance benefits under
9 title II of the Social Security Act and supplemental secu-
10 rity income benefits under title XVI of such Act who are
11 seeking or receiving assistance under the Ticket to Work
12 and Self-Sufficiency Program established under section
13 1147 of such Act, the program established under section
14 1619 of such Act (42 U.S.C. 1382h), or any other Federal
15 or State work incentives program that is designed to assist
16 individuals with disabilities.

17 (b) **ELIGIBLE ENTITIES.**—

18 (1) **IN GENERAL.**—In this section, the term “el-
19 igible entities” means an entity that—

20 (A) is authorized to protect and advocate
21 for the rights of individuals with disabilities;

22 (B) has been or is established within a
23 State that includes individuals who are partici-
24 pating in any of the work incentives programs
25 described in subsection (a);

1 (C) submits an application in accordance
2 with subsection (d); and

3 (D) meets the requirements of this section.

4 (2) EXCLUSION.—Such term does not include
5 any entity that has a financial or other interest that
6 would present a conflict of interest if the entity were
7 to receive a grant under this section, as determined
8 by the Commissioner of Social Security.

9 (c) ALLOTMENTS.—

10 (1) IN GENERAL.—Subject to paragraphs (2)
11 and (3), from the amount appropriated for a fiscal
12 year for making grants under this section and avail-
13 able, after the application of subsection (f), the
14 Commissioner of Social Security shall allot to each
15 eligible entity for such fiscal year, an amount in the
16 same proportion to the amount available as the ratio
17 of the population of the State in which the eligible
18 entity is located bears to the population of all States
19 in which such eligible entities are located for such
20 fiscal year.

21 (2) TARGETED MINIMUM ALLOTMENTS.—Sub-
22 ject to the amount appropriated for a fiscal year for
23 making grants under this section, an eligible entity
24 shall not be allotted under paragraph (1) an amount
25 that is less than—

1 (A) in the case of an eligible entity located
2 in a State (including the District of Columbia
3 and Puerto Rico) other than Guam, American
4 Samoa, the United States Virgin Islands, and
5 the Commonwealth of the Northern Mariana Is-
6 lands, the greater of—

7 (i) \$100,000; or

8 (ii) $\frac{1}{3}$ of 1 percent of the amount
9 available for allotments under this sub-
10 section (after the application of subsection
11 (f)); and

12 (B) in the case of an eligible entity located
13 in Guam, American Samoa, the United States
14 Virgin Islands, and the Commonwealth of the
15 Northern Mariana Islands, \$50,000.

16 (3) INFLATION ADJUSTMENT.—The amounts
17 described in subparagraphs (A)(i) and (B) of para-
18 graph (2) shall be increased by the percentage in-
19 crease in the amount appropriated for making
20 grants under this section for a fiscal year from the
21 amount so appropriated for the preceding fiscal
22 year.

23 (d) APPLICATION.—In order to receive a grant under
24 this section, an eligible entity shall submit an application
25 to the Commissioner of Social Security, at such time, in

1 such form and manner, and containing such information
2 and assurances as the Commissioner determines necessary
3 to meet the requirements of this section, including assur-
4 ances that the eligible entity shall—

5 (1) have in effect a system to protect and advo-
6 cate the rights of individuals with disabilities who
7 are recipients of disability insurance benefits under
8 title II of the Social Security Act and supplemental
9 security income benefits under title XVI of such Act
10 and who are seeking or receiving employment serv-
11 ices, vocational rehabilitation services, or other sup-
12 port services from a service provider approved by the
13 Commissioner;

14 (2) have the same general authorities, including
15 access to records and program income, as are set
16 forth in part C of title I of the Developmental Dis-
17 abilities Assistance and Bill of Rights Act (42
18 U.S.C. 6041 et seq.);

19 (3) have the authority to pursue legal, adminis-
20 trative, and other appropriate remedies or ap-
21 proaches to ensure the protection of, and advocacy
22 for, the rights of individuals described in subsection
23 (a) and to ensure that such individuals receive the
24 employment services, vocational rehabilitation serv-
25 ices, and other support services necessary to assist

1 such individuals in securing or regaining gainful em-
2 ployment; and

3 (4) submit an annual report to the Commis-
4 sioner and the Work Incentives Advisory Panel es-
5 tablished under section 411 on the services provided
6 to individuals by the entity.

7 (e) PAYMENTS.—

8 (1) DIRECT PAYMENTS.—Notwithstanding any
9 other provision of law, the Commissioner of Social
10 Security shall pay directly to an eligible entity the
11 allotment determined for the entity under subsection
12 (c), unless the State in which the entity is located
13 provides otherwise.

14 (2) CARRYOVER.—Any amounts allotted for an
15 eligible entity under subsection (c) for a fiscal year
16 shall remain available for payment to or on behalf
17 of the entity until the end of the succeeding fiscal
18 year.

19 (f) TECHNICAL ASSISTANCE.—In the case of any fis-
20 cal year in which the amount appropriated for making
21 grants under this section equals or exceeds \$5,000,000,
22 the Commissioner of Social Security shall set aside not
23 less than 1.8 percent and not more than 2.2 percent of
24 the amount appropriated for such fiscal year to provide

1 training and technical assistance to the eligible entities re-
2 ceiving grants under this section.

3 (g) AUTHORIZATION OF TRANSFERS FROM TRUST
4 FUNDS.—

5 (1) TITLE II DISABILITY BENEFICIARIES.—Be-
6 ginning with fiscal year 2000, subject to paragraph
7 (3), there are authorized to be transferred from the
8 Federal Old-Age and Survivors Insurance Trust
9 Fund and the Federal Disability Insurance Trust
10 Fund each fiscal year such sums as are necessary to
11 carry out the provisions of this section with respect
12 to title II disability beneficiaries. Money paid from
13 the Trust Funds under this section with respect to
14 title II disability beneficiaries who are entitled to
15 benefits under section 223 of the Social Security Act
16 (42 U.S.C. 423) or who are entitled to benefits
17 under section 202(d) of that Act (42 U.S.C. 402(d))
18 on the basis of the wages and self-employment in-
19 come of such beneficiaries, shall be charged to the
20 Federal Disability Insurance Trust Fund, and all
21 other money paid from the Trust Funds under this
22 section shall be charged to the Federal Old-Age and
23 Survivors Insurance Trust Fund. The Commissioner
24 of Social Security shall determine, subject to the

1 provisions of the preceding sentence, the amount
2 that should be charged to each of the Trust Funds.

3 (2) TITLE XVI DISABILITY BENEFICIARIES.—

4 Subject to paragraph (3), amounts authorized to be
5 appropriated to the Social Security Administration
6 under section 1601 of the Social Security Act (42
7 U.S.C. 1381) shall include amounts necessary to
8 carry out the provisions of this section with respect
9 to title XVI disability beneficiaries.

10 (3) REQUIREMENT.—The sum of the amounts
11 authorized to be transferred under paragraph (1)
12 and included in the amounts authorized to be appro-
13 priated under paragraph (2) shall equal \$7,000,000
14 for each of fiscal years 2000 through 2004.

15 **Subtitle B—Work Incentives**
16 **Advisory Panel**

17 **SEC. 411. WORK INCENTIVES ADVISORY PANEL.**

18 (a) ESTABLISHMENT.—There is established in the ex-
19 ecutive branch a panel to be known as the “Work Incen-
20 tives Advisory Panel” (in this section referred to as the
21 “Panel”).

22 (b) DUTIES OF PANEL.—It shall be the duty of the
23 Panel to—

24 (1) advise the Secretary of Health and Human
25 Services, the Secretary of Labor, the Secretary of

1 Education, and the Commissioner of Social Security
2 on issues related to work incentives planning and as-
3 sistance for individuals with disabilities; and

4 (2) with respect to the Ticket to Work and Self-
5 Sufficiency Program established under section 1147
6 of the Social Security Act—

7 (A) advise the Commissioner of Social Se-
8 curity with respect to establishing phase-in sites
9 for such Program and fully implementing the
10 Program thereafter, the refinement of access of
11 disabled beneficiaries to employment networks,
12 payment systems, and management information
13 systems, and advise the Commissioner whether
14 such measures are being taken to the extent
15 necessary to ensure the success of the Program;

16 (B) advise the Commissioner regarding the
17 most effective designs for research and dem-
18 onstration projects associated with the Program
19 or conducted pursuant to section 502;

20 (C) advise the Commissioner on the devel-
21 opment of performance measurements relating
22 to quality assurance under section 1147(d)(6)
23 of the Social Security Act; and

1 (D) furnish progress reports on the Pro-
2 gram to the Commissioner and each House of
3 Congress.

4 (c) MEMBERSHIP.—

5 (1) NUMBER AND APPOINTMENT.—The Panel
6 shall be composed of 12 members appointed by the
7 Commissioner of Social Security.

8 (2) REPRESENTATION.—All members appointed
9 to the Panel shall have experience or expert knowl-
10 edge in the fields of, or related to, employment serv-
11 ices, vocational rehabilitation services, health care
12 services, and other support services. At least 7 mem-
13 bers of the Panel shall be recipients of services de-
14 scribed in the preceding sentence, or representatives
15 of such recipients, except that, of those 7 members,
16 at least 5 members shall be current or former recipi-
17 ents of such services.

18 (3) TERMS.—

19 (A) IN GENERAL.—Each member shall be
20 appointed for a term of 4 years (or, if less, for
21 the remaining life of the Panel), except as pro-
22 vided in subparagraphs (B) and (C). The initial
23 members shall be appointed not later than 90
24 days after the date of enactment of this Act.

1 (B) TERMS OF INITIAL APPOINTEES.—As
2 designated by the Commissioner at the time of
3 appointment, of the members first appointed—

4 (i) 6 of the members appointed under
5 paragraph (1) shall be appointed for a
6 term of 2 years, and

7 (ii) 6 of the members appointed under
8 paragraph (1) shall be appointed for a
9 term of 4 years.

10 (C) VACANCIES.—Any member appointed
11 to fill a vacancy occurring before the expiration
12 of the term for which the member's predecessor
13 was appointed shall be appointed only for the
14 remainder of that term. A member may serve
15 after the expiration of that member's term until
16 a successor has taken office. A vacancy in the
17 Panel shall be filled in the manner in which the
18 original appointment was made.

19 (4) BASIC PAY.—Members shall each be paid at
20 a rate, and in a manner, that is consistent with
21 guidelines established under section 7 of the Federal
22 Advisory Committee Act (5 U.S.C. App.).

23 (5) TRAVEL EXPENSES.—Each member shall
24 receive travel expenses, including per diem in lieu of

1 subsistence, in accordance with sections 5702 and
2 5703 of title 5, United States Code.

3 (6) QUORUM.—Eight members of the Panel
4 shall constitute a quorum but a lesser number may
5 hold hearings.

6 (7) CHAIRPERSON.—The Chairperson of the
7 Panel shall be designated by the Commissioner. The
8 term of office of the Chairperson shall be 4 years.

9 (8) MEETINGS.—The Panel shall meet at least
10 quarterly and at other times at the call of the Chair-
11 person or a majority of its members.

12 (d) DIRECTOR AND STAFF OF PANEL; EXPERTS AND
13 CONSULTANTS.—

14 (1) DIRECTOR.—The Panel shall have a Direc-
15 tor who shall be appointed by the Commissioner and
16 paid at a rate, and in a manner, that is consistent
17 with guidelines established under section 7 of the
18 Federal Advisory Committee Act (5 U.S.C. App.).

19 (2) STAFF.—Subject to rules prescribed by the
20 Commissioner, the Director may appoint and fix the
21 pay of additional personnel as the Director considers
22 appropriate.

23 (3) EXPERTS AND CONSULTANTS.—Subject to
24 rules prescribed by the Commissioner, the Director

1 may procure temporary and intermittent services
2 under section 3109(b) of title 5, United States Code.

3 (4) STAFF OF FEDERAL AGENCIES.—Upon re-
4 quest of the Panel, the head of any Federal depart-
5 ment or agency may detail, on a reimbursable basis,
6 any of the personnel of that department or agency
7 to the Panel to assist it in carrying out its duties
8 under this section.

9 (e) POWERS OF PANEL.—

10 (1) HEARINGS AND SESSIONS.—The Panel may,
11 for the purpose of carrying out its duties under this
12 section, hold such hearings, sit and act at such times
13 and places, and take such testimony and evidence as
14 the Panel considers appropriate.

15 (2) POWERS OF MEMBERS AND AGENTS.—Any
16 member or agent of the Panel may, if authorized by
17 the Panel, take any action which the Panel is au-
18 thorized to take by this section.

19 (3) MAILS.—The Panel may use the United
20 States mails in the same manner and under the
21 same conditions as other departments and agencies
22 of the United States.

23 (4) ADMINISTRATIVE SUPPORT SERVICES.—
24 Upon the request of the Panel, the Administrator of
25 General Services shall provide to the Panel, on a re-

1 imbursable basis, the administrative support services
2 necessary for the Panel to carry out its duties under
3 this section.

4 (f) REPORT.—The Panel shall transmit a report to
5 the Commissioner and each House of Congress not later
6 than 3 years after the date of enactment of this Act and
7 annually thereafter. The report shall contain a detailed
8 statement of the findings and conclusions of the Panel,
9 together with its recommendations for legislation and ad-
10 ministrative actions which the Panel considers appro-
11 priate.

12 (g) AUTHORIZATION OF APPROPRIATIONS.—There
13 are authorized to be appropriated from the Federal Old-
14 Age and Survivors Insurance Trust Fund, the Federal
15 Disability Insurance Trust Fund, the Federal Hospital In-
16 surance Trust Fund, the Federal Supplementary Medical
17 Insurance Trust Fund, and the general fund of the Treas-
18 ury, as appropriate, such sums as are necessary to carry
19 out this section.

October 28, 1998

MEMORANDUM FOR NEC-DPC DEPUTIES

FROM: "BRIDGE" WORKING GROUP

SUBJECT: The Proposed BRIDGE Program

On March 13, 1998 the President issued Executive Order 13078 directing the federal agencies to create a coordinated and aggressive national policy to increase employment of adults with disabilities. The "Building Resources for Individuals with Disabilities to Gain Employment" ("BRIDGE") program is one of several new proposals to grow out of this effort. BRIDGE is a competitive grant program designed to increase the employment rate of adults with disabilities by fostering integration at the local level of employment-related services and support services to adults with disabilities.

The purpose of this meeting is to: 1) review the overall structure of the BRIDGE program developed by the interagency working group; 2) consider how to create a strong federal interagency coordinating process; and 3) decide which state and local agencies should be required members of the applicant consortium and to what extent, if any, that requirement can be waived.

I. Program Need

According to the 1998 Harris Survey of Americans with Disabilities, 66% of individuals with disabilities between the ages of 16 and 64 are not working. Only 30% of working-age adults with disabilities are employed full or part-time. Seventy-five percent of those non-employed adults with disabilities have indicated that they would prefer to be working (Harris Survey, 1998). The vast majority of these individuals receive income support and other services through federal, state, and local programs. Many face a myriad of barriers to employment including discrimination and lack of health care, transportation, housing, and personal assistance services. Those services that do exist are fragmented and difficult to access.

II. Proposed BRIDGE Program Structure

BRIDGE will encourage states and localities to address barriers created by the lack of a seamless service system for adults with disabilities seeking to find and keep jobs. Every adult with a disability should be able learn about, receive advice about, and gain access to all of the necessary services with the least effort possible, preferably with a single call or office visit. Each of the services provided should be sufficiently integrated with others so that they collectively accomplish the common goal of long-term employment and permanent attachment to the workforce. The expectation is that these efforts will ultimately inform statewide systems change in policies designed to help individuals with disabilities go to work. These efforts may require federal and/or state policy changes, including possible legislation.

BRIDGE will build on current demonstration grant programs funded by the SSA, Labor, Education, and HHS which are designed to address barriers to employment and increase program coordination for people with disabilities, and will enhance the new workforce system infrastructure being expanded under the Workforce Investment Act's One-Stop system.

BRIDGE funds will be available on a competitive basis to consortia of state and local agencies serving individuals with mental and/or physical disabilities. Grant proposals will enhance service delivery with expanded wrap-around counseling, provision of information that can maximize resources and employment outcomes, and other approaches that address barriers to employment by integrated and coordinated service delivery. While the program is designed primarily to encourage state and local efforts to assist all people with disabilities, efforts can also focus on specific groups, e.g., young adults and mentally ill.

BRIDGE grants would be awarded from a national account of \$150 million in FY 2000. Grants would last for up to five years with funding beyond the first year contingent upon subsequent appropriations. Up to 5 percent of the grant amount would be reserved for rigorous evaluation. Current funding for traditional disability employment programs would not be supplanted by this initiative.

III. Program Design Issues to Consider

A. Interagency Structure

Agency representatives involved in the working group consider it critically important that this new program be a true interagency effort. Reasons include: 1) the federal government can and should set an example; 2) multi-program expertise is essential for judging each proposal's quality and in helping the consortia access needed federal assistance. Options include:

- (1) Use an inter-agency board to review applications and provide on-going policy guidance and technical assistance, but fund the program through one agency. The current Task Force could potentially serve as the inter-agency board, at least through 2002 (the life of the Task Force); or
- (2) Fund the program through one agency, but require the Secretary of that agency to make the BRIDGE grants in consultation with the Secretaries (or Commissioners/Directors) of the other agencies; or
- (3) Fund several agencies and require them to work together and with other agencies to review applications and provide on-going policy guidance and technical assistance.

If funding is provided solely to one agency, the Department of Labor is the working group's consensus choice. If some funds are allocated to other agencies as well, then the Department of Education and SSA would also want to be considered for funding. The BRIDGE program will need to be coordinated with implementation of the Kennedy-Jeffords legislation to improve health care access for people with disabilities who work.

B. Mandatory Members of the Applicant Consortia

Staff agree that there are many local and state agencies serving adults with disabilities that should integrate their employment-related services. Staff also agree that there are some agencies that should be included in every effort to integrate services in order for those efforts to succeed; thus, only applications including those agencies would be funded. Other agencies should be included, and staff

agree that applicants including those agencies would be given additional points in the selection process. In deciding the number and type of mandatory consortium members, there is a need to balance providing as much flexibility to local and state applicants as possible while assuring that core services for adults with disabilities are included in every effort at service integration and coordination.

There are six agencies that have been proposed as possible mandatory agencies:

Local and/or district offices of SSA
Medicaid/state medical assistance agencies
State Vocational Rehabilitation agencies
Local Workforce Investment Boards/One-Stop Centers
State TANF agencies
State education agencies (either K-12 or post-secondary)

Some believe that because a significant proportion of individuals with disabilities also receive TANF, the state TANF agency should be a required agency. Similarly, many believe that because education is so critical to labor market success, education agencies must be involved. Others, however, believe that neither TANF nor education agencies should be required participants because they will skew the distribution of applicants to those aiming to serve individuals on TANF or youth which is not the primary goal of the BRIDGE program nor the Task Force.

Which of the Six Agencies Should be Mandatory

Options include:

- (1) Include all six agencies, including TANF and education, as mandatory participants.
- (2) Include five agencies, including TANF or education, as mandatory participants.
- (3) Include only Medicaid, Voc Rehab, One-Stops, and SSA as mandatory agencies.
- (4) Include only Medicaid, Voc Rehab, and One-Stops as mandatory agencies.

Substantial additional points would be provided for those agencies that are not mandatory.

Is Any Opt Out Allowed

An additional, but related, decision is whether any exceptions to the mandatory list would be allowed. For example, would an applicant be permitted to exclude one (or more) of the required agencies if they can demonstrate in their application that the excluded agency (or agencies) would not help achieve the stated goal of the proposed consortium? In this instance, the burden of proof would be on the applicant to demonstrate why a "mandatory" agency should not be mandatory. While some believe that there should be no opting out because that goes against the purpose of the program; others believe that if numerous agencies are made "mandatory," then there should be some flexibility to allow innovative applicants to be eligible.

Appendix of "Non-Controversial" Program Design Issues

Eligible Applicants

Each applicant must be a consortium of state and/or local agencies that provide or could provide a range of supports and services to adults with disabilities which lead to finding and keeping employment. The agencies must have the legal authority to provide the services they propose. Consortia may include not-for-profit providers of employment, assistive technology, health and other related services to adults with disabilities.

To be successful, applicants would need to demonstrate that they have identified the means to integrate and coordinate the services provided across agencies and to remove barriers to employment for adults with disabilities. Further, they would need to demonstrate that they consulted with diverse elements within their community of adults with disabilities in the planning, implementation, and evaluation of the project. In addition, to be successful, applicants would need to demonstrate that they will match BRIDGE funds with appropriate federal, state, and/or local funds or in-kind services. Finally, preference will be given to applicants that demonstrate how they would ensure the continuation of health care coverage to persons with disabilities after the return to work.

To be considered for a BRIDGE grant:

- Depending on the decision made at the deputies meeting, applicant consortia must include all (or some) of these "mandatory" agencies: Medicaid/state medical assistance, state vocational rehabilitation, state TANF, state or local education (either K-12 or post-secondary), local workforce investment board/One-Stop Center, and local and/or district office of SSA. All mandatory agencies would be required to contribute resources to the work of their consortia over
- Applications will be given additional credit in the selection process if the consortium includes any of the following entities either through a demonstrated commitment of resources to the work of the consortium or a through formal agreement (such as an MOU): Vocational Rehabilitation and Counseling (Department of Veterans of Affairs), independent Living Centers, state developmental disability agencies, state mental retardation agencies, state mental health agencies, vocational rehabilitation centers for the blind and deaf, state/local transportation agencies, public transit authorities, metropolitan planning organizations, consumer organizations, economic development agencies, labor organizations, private non-profit service providers, protection advocacy agencies, public housing authorities, small business administration offices and/or small business development centers.

Allowable Activities

Allowable activities include those needed to achieve program integration and improved coordination of existing local, state and federal programs in the delivery of services to adults with disabilities and their achievement of self-sustaining employment and economic independence. Allowable activities include:

- Planning, development and implementation of cooperative agreements, including service system planning, and development, planning and creation of core services structures;
- Establishing partnerships among entities to provide integrated income assistance, health and other benefits, job training and placement, and other employment-related services, such as transportation assistance and self-employment/entrepreneurial training;
- Providing training among consortium partners and required partners under the Workforce Investment Act to increase knowledge and awareness of incentives, available services, and health care waiver provisions, and to promote equal opportunity for the effective participation of individuals with disabilities in the workforce investment system;
- Providing comprehensive pre-service assistance, including counseling on benefits and incentives under the Social Security Act and information on the array of services available to individuals with disabilities that increase the ability to obtain and retain employment;
- Developing and implementing procedures that promote a “single point of entry” or “one-stop service delivery” such as common intake, coordination of customer databases, customer service hotlines, and access to information resources through technology or staff assistance;
- Establishing linkages of consortium partners with services provided through One-Stop Center system, under the Workforce Investment Act of 1998, to ensure comprehensive and coordinated delivery of employment-related services to individuals with disabilities;
- Establishing linkages with other providers of services that people with disabilities may need to find and keep gainful employment, including local public agencies, not-for-profit service providers, community based organizations, and educational institutions;
- Implementing accessible information technology linkages between programs and infrastructures, such as provided in One-Stop Centers that provide labor market, skill requirements, job listings and available training providers. Funding available for information technology infrastructure development and implementation will be limited to 20% by the consortia’s grant, with any additional support funded by respective consortium partners; and
- Evaluating programs or activities funded by BRIDGE grants.

With the exception of pre-service assistance, BRIDGE funds cannot be used for direct services and direct services must be provided by the local, state and/or federally funded program available for that purpose.

Andrea Kane

01/05/99 08:09:30
PM

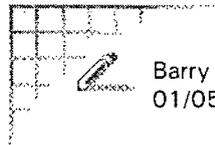
Record Type: Record

To: Cynthia A. Rice/OPD/EOP

cc:

Subject: Re: WIA and VR

----- Forwarded by Andrea Kane/OPD/EOP on 01/05/99 08:11 PM -----



Barry White
01/05/99 08:07:53 PM

Record Type: Record

To: Daniel I. Werfel/OMB/EOP

cc: See the distribution list at the bottom of this message

Subject: Re: WIA and VR

Please understand the situation we are now in. We must satisfy the disability community desire for a significant new effort on employment of persons with disabilities. Per today's meeting with Chris Jennings and Cynthia Rice (et al) we are going to try to do that, coming to closure tomorrow if we are lucky, with a combination of an aggressive presence of VR in the One-stops plus some new money for grants to organizations that work with disabled people to get some presence in one-stops and to get information in accessible format for these people on the new benefits available to them under new law the Administration is supporting (Jeffords-Kennedy) and other new initiatives in the budget.

Make no agreements with ED or DOL on either VR or WIA guidance or regs or any other communications until we have these policies worked out properly in the White House. I'd prefer that you not discuss any of this further with the agencies until we have OMB/White House policy agreement.

Thanks. :

Message Copied To:

cecilia e. rouse/opd/eop
andrea kane/opd/eop
maureen h. walsh/omb/eop
jonathan travers/omb/eop
wayne upshaw/omb/eop
daniel j. chenok/omb/eop

Andrea Kane 01/05/99 08:11:27 PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP
cc:
Subject: WIA and VR

Sorry, I should have forwarded this to you earlier -- I didn't realize it was so closely related to stuff you are working on. Let me know if you think I need to do more on it, otherwise, per Barry's email, I'll assume you are on top of it.

----- Forwarded by Andrea Kane/OPD/EOP on 01/05/99 08:12 PM -----

Daniel I. Werfel
01/05/99 01:04:57 PM
.....

Record Type: Record

To: Cecilia E. Rouse/OPD/EOP, Andrea Kane/OPD/EOP, Maureen H. Walsh/OMB/EOP, Jonathan Travers/OMB/EOP
cc: Barry White/OMB/EOP, Wayne Upshaw/OMB/EOP, Daniel J. Chenok/OMB/EOP
bcc:
Subject: WIA and VR

I just spoke with Maureen and she informed me of the recent developments concerning coordination between VR and WIA. (see email string below)

As it turns out, Jon Travers and I have been reviewing the VR State Planning Guidance which governs the Rehab Act Amendments of 1998 (within WIA). The VR Planning Guidance arrived at OMB late last week and is here for review under the Paperwork Reduction Act.

The VR planning guidance (as currently drafted) makes no mention of the legal requirement in WIA that VR Title I is a required partner in the "one-stop." In fact there is no mention of the "one-stop" at all in the document. When questioned about this, ED staff had the following position:

- There is no mention of the "one stop" in the VR part of the law, so there is no mention of it in the guidance.

- The VR statute uses the term "statewide workforce investment system" and thus that is the term that VR has chosen to use in their planning materials.

- There is no difference between the notion of a "one-stop" and a "statewide workforce investment system". (However, ED seemed reluctant to revise the guidance in order to point out to the states that in fact the two are the same.)

Consistent with Jon's cite of the law below, the VR planning guidance requires the states to simply certify that they have a "cooperative agreement with other entities that are components of the statewide workforce investment system" (which as Maureen points out leaves a lot of question marks as to the exact role VR plays in the one-stop)

Maureen, CeCi, Andrea: I will forward each of you a copy of the VR proposed planning guidance through inter-office mail. Please get me comments by **COB Friday, January 8.**

[FYI: The VR Planning Guidance is a very different format than the WIA Planning Guidance. ED has worked out with its VR partners what they believe to be a much less burdensome method for developing state plans in which ED preprints certifications of what the states will do, and the states sign off on it. If a particular assurance requires more information than a simple promise to do so (e.g., a plan as to how the state will carry it out), then ED requires the states to provide supporting materials for a specific set of the certifications.]

----- Forwarded by Maureen H. Walsh/OMB/EOP on 01/05/99 09:56 AM -----



Barry White
01/04/99 03:25:49 PM

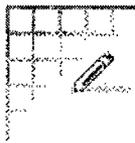
Record Type: Record

To: Larry R. Matlack/OMB/EOP@EOP, Wayne Upshaw/OMB/EOP@EOP
cc: Maureen H. Walsh/OMB/EOP@EOP, Jonathan Travers/OMB/EOP@EOP
Subject: WIA implementation

CeCi says there is an issue of how to handle VR in WIA implementation -- should VR be a "required" player (presumably in One-stops, maybe elsewhere), or not. I was flabbergasted. I thought I'd been told VR had to be a part of the one-stops. If the law does provide some discretion, I can't imagine how the Administration says that VR shouldn't be at the table -- a slap at disabled people. Though CeCi says it isn't clear which way a concern for the disabled cuts in this matter!

She will call a meeting for Thursday with ED and DOL to mediate.

----- Forwarded by Maureen H. Walsh/OMB/EOP on 01/05/99 09:57 AM -----



Jonathan Travers
01/04/99 03:35:27 PM

Record Type: Record

To: Barry White/OMB/EOP@EOP
cc: larry r. matlack/omb/eop@eop, wayne upshaw/omb/eop@eop, maureen h. walsh/omb/eop@eop
bcc:
Subject: Re: WIA implementation

The law says that VR agencies "shall enter into a cooperative agreement with other entities that are components of the statewide workforce investment system of the State." The law does not specify what these cooperative agreements should provide for, although it does give several examples of allowable activities.

----- Forwarded by Maureen H. Walsh/OMB/EOP on 01/05/99 09:57 AM -----

Maureen H. Walsh
01/04/99 04:05:51 PM

Record Type: Record

To: Barry White/OMB/EOP@EOP
cc: larry r. matlack/omb/eop@eop, wayne upshaw/omb/eop@eop, jonathan travers/omb/eop@eop
bcc: Records Management@EOP
Subject: Re: WIA implementation 

You remembered correctly -- WIA names VR's Title I as a "required partner" in the One Stop delivery system.

But here's the rub: WIA is ambiguous about what constitutes "participation," and VR isn't keen about participating in the One Stops, or forking over funding to pay for their operation.

WIA states that each required partner "shall make available to participants" the core services that are applicable to its program or activities. The local board, CEO, and each One Stop partner develops a MOU governing the operation of the one-stop delivery system, including services to be provided, how the core services and one-stop system is financed, and referral mechanisms. VR might argue that "making available" means referrals to the VR agency or office. We know they very much oppose helping finance One Stop operations that aren't chargeable to providing services to VR clients.

DOL's WIA draft interim final rule currently has blanks in the "A's" following the following Q's:

- Where and to what extent must required one-stop partners make available core services under the one-stop system?
- How should the regulations address the provision of core services AT the One-Stop center and THROUGH the One-Stop system?
- How should the regulations address each partner's responsibility to make applicable core services available, including how the partner is to use the portion of the funds under their statute (consistent with that partner's statute) to establish the One-Stop system and provide core services?
- What services, in addition to the applicable core services, are to be provided by one stop partners through the one-stop delivery system?

----- Forwarded by Maureen H. Walsh/OMB/EOP on 01/05/99 09:57 AM -----

 Barry White
01/04/99 05:31:20 PM

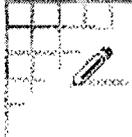
Record Type: Record

To: Cecilia E. Rouse/OPD/EOP@EOP
cc: Larry R. Matlack/OMB/EOP@EOP, Wayne Upshaw/OMB/EOP@EOP, Jonathan Travers/OMB/EOP@EOP, Maureen H. Walsh/OMB/EOP@EOP
Subject: WIA and VR

Jonathan Travers says: The law says that VR agencies "shall enter into a cooperative agreement with other entities that are components of the statewide workforce investment system of the State." [emphasis added] The law does not specify what these cooperative agreements should provide for, although it does give several examples of allowable activities.

Given the "shall", what's the issue for the meeting?

----- Forwarded by Maureen H. Walsh/OMB/EOP on 01/05/99 09:58 AM -----



Cecilia E. Rouse
01/04/99 06:03:12 PM

Record Type: Record

To: Barry White/OMB/EOP@EOP.
cc: Larry R. Matlack/OMB/EOP@EOP, Wayne Upshaw/OMB/EOP@EOP, Jonathan Travers/OMB/EOP@EOP, Maureen H. Walsh/OMB/EOP@EOP.
bcc:
Subject: Re: WIA and VR 

Good question. As I understand it, Dept. of Ed would like to keep it flexible by allowing States and localities flexibility in deciding who should be partners; DOL would like to be less flexible. That said, today DOL was going to send over to Ed some new proposed language. If Ed is satisfied (not likely) then we won't need to have a meeting. I'll send over the proposed language as soon as I receive it.

-- ceci

12/10 Disability

Joanna - C/OMB

Standards K-

TITLE IV

Coordinate
infant
services

SSA to create community based to access information
- SSA to set up contracts

~~with~~ w/VR
private/public industry
state + fed

CB is assuming marketing

part of \$1.26 billion
K-Q.

BRIDGE

- not just info
also service integration
- not just SSI + SSDI

outreach
service coordination

~~Bridge's independence~~

→ ~~deinstitutionalization~~
to select states to help
them use Medicaid
options to reduce
institutionalization

people w/ long term care needs
~~elderly~~ → elderly
→ nonelderly

8

Medicaid grants to states

~~to write up consumer groups~~

to write up consumer groups

in the A budget

\$38 million year 1

\$72 million year 2

→ work together develop a plan / fund strategic plan /

Ministry of Health would allow source of funds
would provide t.a. / best practices

Bob - This is the analogue for seed capital market operation carried out which resulted in de-institutional

Chris

AA gets increase in
CME given \$\$\$
? use that ??

Dan

Dept. has to figure out
priorities
Would want state match

Could function
→ a total best practices?

~~be~~ be run out of HCFA

Chris - what is minimum
level needed this year?



Joanne Cianci

12/10/98 07:46:09 PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP
cc: jeanne lambrew/opd/eop, jeffrey a. farkas/omb/eop
bcc:
Subject: Re: Question re: Jeffords-Kennedy scoring

The J-K draft specifies \$23 million a year for grants for community-based services. No costs are scored in the first year due to "start-up" activities (e.g., develop RFP, receive and review applications, award grants, etc.). Therefore, the five year total is \$92 million.

Cynthia A. Rice



Cynthia A. Rice

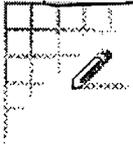
12/10/98 07:00:49 PM

Record Type: Record

To: Jeanne Lambrew/OPD/EOP@EOP, Jeffrey A. Farkas/OMB/EOP@EOP, Joanne Cianci/OMB/EOP@EOP
cc:
Subject: Question re: Jeffords-Kennedy scoring

Is the \$92 million we discussed today a yearly figure? Or a five year total?

Please check your name



Teresa M. Jones
12/09/98 12:31:08 PM

Record Type: Record

To: See the distribution list at the bottom of this message
cc: Gina C. Mooers/OMB/EOP, Sandra Yamin/OMB/EOP
Subject: Disability Issues Meeting

To confirm: The Disability Issues meeting is scheduled for Thursday, 12/10/98 from 2:00pm to 3:00pm in Conference Room 100 OEOP.

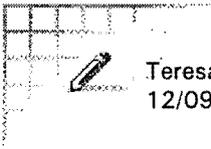
PARTICIPANTS:

- ✓ Chris Jennings
- ✓ Cynthia Rice
- ✓ Jeanne Lambrew
- Sarah Bianchi
- ✓ Devorah Adler
- Tom Kalil
- Cecilia Rouse
- ✓ Lisa Brown
- ✓ Dan Mendelson
- ✓ Barbara Chow
- ✓ Bob Williams
- ✓ Gary Claxton
- ✓ Bonnie Washington
- ✓ Seth Harris
- ✓ Becky Ogle — by phone
- ✓ Mary Harahan

- JOANNE CIANCHI ✓
- Sharon Clarkin
- Jane Horvath ✓
- Libbie Buchele ✓
- Lori Schack ✓
- CAROLE KITTS ✓
- Anne Tumlinson ✓
- Jeff Farkas ✓
- LARRY MATLACK ✓

Message Sent To:

- Cynthia A. Rice/OPD/EOP
- Jeanne Lambrew/OPD/EOP
- Sarah A. Bianchi/OPD/EOP
- Devorah R. Adler/OPD/EOP
- Thomas A. Kalil/OPD/EOP
- Cecilia E. Rouse/OPD/EOP
- Lisa M. Brown/OVP @ OVP
- Daniel N. Mendelson/OMB/EOP
- Barbara Chow/OMB/EOP



Teresa M. Jones
12/09/98 01:45:35 PM

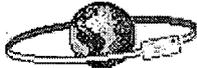
Record Type: Record

To: Jeanne Lambrew/OPD/EOP, Sarah A. Bianchi/OPD/EOP, Devorah R. Adler/OPD/EOP, Cynthia A. Rice/OPD/EOP

cc:
Subject: WAVES Confirmation

FYI - Clearance information for the Disability Issues Meeting schedule for 12/10.

----- Forwarded by Teresa M. Jones/OPD/EOP on 12/09/98 01:38 PM -----



WAVES_CONF @ PMDF.EOP.GOV
12/09/98 01:33:23 PM

Record Type: Record

To: Teresa M. Jones/OPD/EOP

cc:
Subject: WAVES Confirmation

ADDRESSEES: TERESA_M_JONES
SUBJECT: CONFIRMATION: APPT. REQUEST FOR JONES, TERESA
FROM: WAVES OPERATIONS CENTER - ACO: klmurphy
Date: 12-09-1998
Time: 13:28:39

This message serves as confirmation of an appointment for the visitors listed below.

Appointment With: JONES, TERESA
Appointment Date: 12/10/98
Appointment Time: 2:00:00 PM
Appointment Room: 100
Appointment Building: OEOB
Appointment Requested by: JONES TERESA
Phone Number of Requestor: 65594
WAVES APPOINTMENT NUMBER: U28219

If you have any questions regarding this appointment, please call the WAVES Center at 456-6742 and have the appointment number listed above available to the Access Control Officer answering your call.

TOTAL NUMBER OF NAMES SUBMITTED FOR ENTRY : 6
TOTAL NUMBER OF NAMES OF CLEARED FOR ENTRY: 6

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. email	WAVES Confirmation (partial) (1 page)	12/09/98	P6/b(6), b(6)

**This marker identifies the original location of the withdrawn item listed above.
For a complete list of items withdrawn from this folder, see the
Withdrawal/Redaction Sheet at the front of the folder.**

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Cynthia Rice (Subject Files)
OA/Box Number: 15430

FOLDER TITLE:

Disability-Kennedy/Jeffords 1999 [3]

rx40

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 advise 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]

CLAXTON, GARY
HARAHAN, MARY
HARRIS, SETH
OGLE, BECKY
WASHINGTON, BONNIE
WILLIAMS, ROBERT



P6/(b)(6)

C O V E R

FAX

S H E E T

To: Chris Jenning/Cynthia Rice
Fax #: 456-5557 / 7431
Subject: Bridge Funding
Date: December 16, 1998
Pages: 3, including this cover sheet.

COMMENTS:

Attached is paper we discussed. If you have any questions, give me a call tomorrow morning,

From the desk of...

Seth Harris
Counselor to the Secretary
U.S. Department of Labor
200 Constitution Avenue, NW
Washington, DC 20210

(202) 219-6181
Fax: (202) 219-6924

December 16, 1998

The BRIDGE Program and Kennedy-Jeffords Title IV Grant Program

Background

- Discussion at an NEC meeting last Thursday focused on achieving the objectives of the BRIDGE program by using the Senate substitute for H.R. 3433 (Kennedy-Jeffords) as a statutory basis for establishing the BRIDGE program, on the presumption that the grant program in Title IV of Kennedy-Jeffords is very similar to the BRIDGE proposal and can be easily revised to achieve the BRIDGE objectives.
- The strategy would be to announce the BRIDGE program as part of the FY 2000 budget, with resources similar to those in Kennedy-Jeffords and then work with the Senate to tweak the Senate bill to make it more like the BRIDGE proposal. The principal advantage of this approach is that the Senate substitute provides funding for a grant program that is "off budget" and requires no PAYGO offsets.

The Problem

- The strategy discussed at the NEC meeting will not work for both substantive and constituency reasons.
- The Title IV grant program would achieve only a small part of the overall objectives of the BRIDGE proposal. The BRIDGE proposal essentially has two parts: (1) front-end counseling and information-provision to adults with disabilities seeking employment; and (2) systems change through the integration of employment-related services for adults with disabilities. The Title IV grant program makes funds available only for the training and hiring of specialists who would counsel people with disabilities on available work incentives programs.
- Thus, the Title IV grant program would have to be significantly revised and expanded in order to achieve overall objectives of BRIDGE. Also, Title IV contemplates very small grants (\$50,000 - \$300,000) befitting the program's narrow purpose. BRIDGE grants would be capped somewhere in the vicinity of \$5 million dollars. A significant expansion in funding for grants would be needed to pay for the second part of BRIDGE: systems change grants to achieve service integration/coordination that are administered through DOL and the local workforce development system.
- Any attempt to absorb the Title IV grant program into a larger BRIDGE proposal in Kennedy-Jeffords that would have money flowing through DOL would present significant constituency problems in the disability community, given that the grant program has been designed to provide money directly to institutions independent living centers serving people with disabilities and any attempt to change this would be a political nightmare.

Two Alternative Strategies

Alternative #1: Find PAYGO Offsets to Fund the BRIDGE Program

- One strategy is to fund the BRIDGE program with either mandatory or discretionary funds using the authority provided under JTPA and the Workforce Investment Act, as has been discussed over the last several weeks, which would require PAYGO offsets.
- Given the tightness of the budget with respect to finding PAYGO offsets for either increased mandatory or discretionary expenditures, it is necessary to consider an alternative strategy that would not require PAYGO offsets.

Alternative #2: Place Funding of the BRIDGE Program Off Budget

- This alternative would add the BRIDGE program in its entirety to Kennedy-Jeffords, including the administration of the grants through DOL and the local workforce development boards, and would explicitly provide authority to charge these funds for BRIDGE to the SSA trust funds as is done for the Title IV grant program on work incentives counseling.
- A significant advantage of this approach is that it would place the funding for BRIDGE off budget and would eliminate the need to find offsets for the funding.
- The approach would require the BRIDGE program to be focused exclusively on recipients of SSDI and SSI. A good case can be made that this is the part of the out-of-the-workforce disability community that we should care the most about given the large amounts of money going into benefit payments.
- A disadvantage of this alternative is that the overall BRIDGE objective of integrating and coordinating services for all persons with disabilities would not be achieved.
- Another disadvantage is that the charging of the BRIDGE grant funds to the SSA trust funds would be a bigger departure from tradition than the Title IV grant program in Kennedy-Jeffords, and Congress may reject the approach. The Title IV grant programs goes beyond the traditional use of trust funds to pay for cash benefits and for the reimbursement of return-to-work services provided to SSDI and SSI individuals, but does retain the notion of direct services to SSDI and SSI recipients.
- Finally, SSA is only beginning to consider this approach and may have significant concerns about assuring accountability of funds, particularly when the grant administration involves DOL and local workforce development systems and the funding must be used only for SSDI and SSI recipients. Further discussions with SSA, OMB, and DOL would be required before pursuing this alternative.

Jack A. Smalligan
12/21/98 07:12:04 PM

Record Type: Record

To: Jeanne Lambrew/OPD/EOP, Cynthia A. Rice/OPD/EOP
cc: See the distribution list at the bottom of this message
Subject: Jeffords-Kennedy and BRIDGE

Joanne Cianci and Lori Schack prepared the following critique of DOL's memo on consolidating the BRIDGE and J-K work incentive grants program. I am forwarding this on their behalf.

DOL Position. DOL's paper addressed a proposal to conduct BRIDGE within the J-K Title IV constraints. DOL stated there are both substantive (different scopes and services) and constituency concerns. EIML does not share these concerns, particularly under the EIML proposal.

EIML Proposal. EIML recognizes that J-K Title IV and BRIDGE are different; however, they share a similar intent. The EIML proposal would eliminate the J-K Title IV grants, and replace them with an adapted BRIDGE proposal (i.e., smaller size, more targeted scope). DOL would still administer BRIDGE.

As written Title IV requires SSA to contract (competitive grants, contracts or MOUs) with public and/or private agencies to provide benefits planning and assistance, and counseling on Federal and State work incentive programs to individuals with disabilities. These services would be available to the broad population of individual's with disabilities, though the DI/SSI population is explicitly included. Although this is more limited than BRIDGE, it is a subset of potential BRIDGE activities. Theoretically a provider could receive both J-K Title IV and BRIDGE funds to provide the same service.

The EIML proposal would replace a relatively narrow proposal with a broader coordinated initiative. It is important to note that SSA currently does not provide counseling services or direct referrals, and deals with only a small portion of the population of individuals with disabilities. Although SSA would presumably participate, BRIDGE would grant flexibility to communities and providers with experience in counseling to design a program to target adults with disabilities who want to work.

The Social Security Trust Funds Should NOT Fund BRIDGE. Title IV authorized the Trust Funds and/or the general fund to pay for the working incentive grants. The Trust Funds are off-budget though a portion of them are available to SSA, subject to the discretionary spending caps, for expenditures related to administering Title II of the Social Security Act. Even if BRIDGE is considered mandatory, this is NOT free money and must be offset with other off-budget savings.

Recommendation. EIML recommends that DOL reconsider the proposal as stated above. DOL should do this in consultation with SSA, which was not represented at last week's meeting.

NOTE: In addition to the work incentive grants, Title IV includes provisions for other grants and the creation of the Advisory Council.

Message Copied To:

Barry White/OMB/EOP
Sandra Yamin/OMB/EOP
Larry R. Matlack/OMB/EOP
Joanne Cianci/OMB/EOP
Lori Schack/OMB/EOP
Carole Kitti/OMB/EOP

Seth Harris

- Looked at Title IV

- Spoke to SSA

- Grants in K-9 for

- training and specialists to provide info about work incentive programs only

- put in by independent living centers

BRIDGE

① Front end ~~work~~ research

② Systems integration

could expand K-9 but

Susan Daniel

out of trust funds ~~with~~ with the
authority of Congress,

→ if a direct benefit to
SSI / SSDI

→ go BRIDGE that way

→ SSA already funds
\$100 mi VR

→ But would be scrutinized

Gary Reed is going to work on paper

→ to explain

→ late tomorrow

THE WHITE HOUSE
WASHINGTON

Loris

→ give planning +

Dev't grants @

beginning

→ couple hundred thousand
per grant

One Stop

24 states

↳ imp grant

THE WHITE HOUSE WASHINGTON					
94					99
33	66	77	108	86	64

One Stop centers

→ one year planning then

→ 3yr implementation grants

Average \$8 million

→ Some planning grants

→ Some implementation grants



Harris Seth <harris-seth @ dol.gov>
11/06/98 09:33:31 AM

Record Type: Record

To: 'Rouse Cecilia' <rouse_c @ A1.eop.gov>, Cynthia A. Rice/OPD/EOP
cc: See the distribution list at the bottom of this message
Subject: BRIDGE

Since I haven't heard anything since Monday, I thought I would check in with you to find out where we stand on a BRIDGE deputies' meeting.

I also wanted to let you know that Kitty has asked us to develop a compromise on the "Interagency Process" issue that strikes a balance between Option #1 (interagency board) and Option #2 (DOL administers in consultation with everybody). The compromise would be (1) DOL/ETA administers the program and the grants, (2) ETA borrows staff from other involved agencies who would help in the application review process, and (3) the Task Force serves as a "Steering Committee" helping ETA with program design issues. Let me know what you think.

Message Copied To:

"Borrego Espiridion (al)" <borrego-espiridion @ dol.gov>
Uhalde Raymond <uhalde-raymond @ dol.gov>
Ogle Becky <ogle-becky @ dol.gov>
Reed Gary <reed-gary @ dol.gov>
Meftah Yvette <meftah-yvette @ dol.gov>
McGahey Richard <McGahey-Richard @ dol.gov>



Harris Seth <harris-seth@dol.gov>
10/30/98 05:06:57 PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP
cc: 'Rouse Cecilia' <rouse_c@A1.eop.gov>
Subject: RE: I spoke to Lori about cap on grants

The best I can do is provide you with what I know about the history of the SSA and Education programs. Curtis/Judy and Marie/Susan can tell you more about the history.

SSA received between 25 and 30 applicants for a pot of less than \$7 million. Education received (I think) about 10 applicants for a pot of less than \$2 million. I would assume there is some overlap between those sets of applicants. I believe the average size of the SSA/Education grant was in the neighborhood of \$500,000 per year, so about 18 applicants were funded (check the numbers with Curtis and Marie).

Four assumptions. First, the significant increase in the size of the pot of money (from less than \$10 million to \$150 million) will inspire a larger number of applicants with substantially more ambitious plans. Second, the longer list of state and local agencies will inspire more applicants from more states and localities. Third, the significantly higher profile of the BRIDGE program (i.e., a Presidential announcement and inclusion in the President's budget) will inspire more applicants. Fourth, because of program design, BRIDGE grantees will be substantially more ambitious than the SSA and Education grants; that is, they will seek to spur systems change that includes a much broader array of state and local entities.

So, we should assume (1) the grants should be much larger, and (2) there will be many more applicants for grants. In addition, we have stated our goal to be the broadest possible systems change, which argues for the largest number of grants we can distribute and comparatively smaller grant size.

Everything else is educated guesswork.

I think our best bet is to assume an average of \$2-\$3 million going to 50-75 grantees in FY 2000 with (1) states with larger disabled populations and more complex service delivery systems getting larger grants; (2) states with more than one distinct, large labor market (California, New York, Texas, and Florida being the most obvious) getting more than one grant to address systems change in multiple locations; and (3) some applicants putting together larger, more innovative consortia that will require larger amounts of money than

other, less ambitious applicants. Using this rough estimate, a cap of \$5 million per year could be easily justified, particularly since we have talked about multi-year funding contingent upon subsequent appropriations.

Obviously, these rationales could justify other outcomes.

I hope this is helpful.

From: Cynthia_A._Rice@opd.eop.gov[SMTP:Cynthia_A._Rice@opd.eop.gov]
Sent: Wednesday, October 28, 1998 5:55 PM
To: Harris Seth
Cc: Cecilia_E._Rouse@opd.eop.gov
Subject: I spoke to Lori about cap on grants

The issue is not that she needs a per grant cap to sell to Jack, but that she needs to be able to explain to Jack why \$150 million is the right amount of funding. In doing so, it would help to have more information about how many grants of what size in how many states one would expect to award. What more info can you give us to help justify this amount?

October 20, 1998

NOTE TO BRIDGE WORKING GROUP

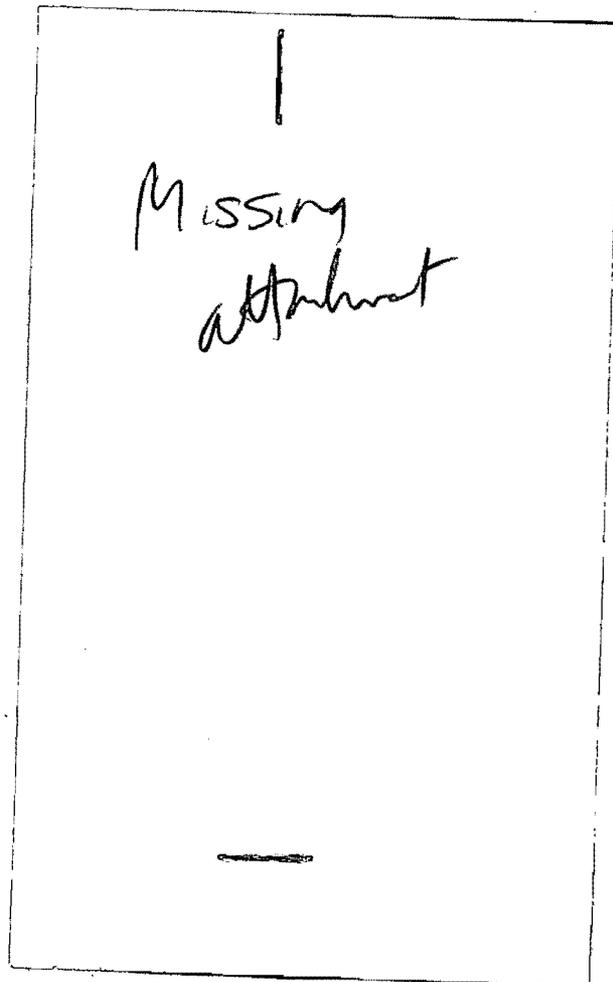
FROM: Cynthia Rice and Cecilia Rouse

SUBJ: Suggested Paper for 10/26 Deputies Meeting

We are planning an NEC-DPC Deputies meeting for Monday October 26th.

Please review the attached memo and fax any proposed edits to 456-7431
by noon on Wednesday, October 21st.

Also attached for your information is the latest version of the longer memo.



October 20, 1998 DRAFT

MEMORANDUM FOR NEC-DPC DEPUTIES

FROM: "BRIDGE" WORKING GROUP

SUBJECT: The Proposed BRIDGE Program

On March 13, 1998 the President issued Executive Order 13078 directing the federal agencies to create a coordinated and aggressive national policy to increase employment of adults with disabilities. The "Building Resources for Individuals with Disabilities to Gain Employment" ("BRIDGE") program is one of several new proposals to grow out of this effort. BRIDGE is a competitive grant program designed to increase the employment rate of adults with disabilities by fostering integration at the local level of employment-related services and support services to adults with disabilities.

The purpose of this meeting is to: 1) review the overall structure of the BRIDGE program developed by the interagency working group; 2) consider two design issues: a) the proposal to create a strong federal interagency coordinating process while providing all, or nearly all, funding to one agency; and b) which state and local agencies should be a required members of the applicant consortium; and 3) consider the possibility of announcing the President's support for this effort in December at the next meeting of the President's Task Force on Employment of Adults with Disabilities.

I. Program Need

According to the 1998 Harris Survey of Americans with Disabilities, 66% of individuals with disabilities between the ages of 16 and 64 are not working. Only 30% of working-age adults with disabilities are employed full or part-time. Seventy-five percent of those non-employed adults with disabilities have indicated that they would prefer to be working (Harris Survey, 1998.) The vast majority of these individuals receive income support and other services through federal, state, and local programs. However in many areas, needed services such as health care are unavailable and those services that do exist are fragmented and difficult to access.

II. Proposed BRIDGE Program Structure

BRIDGE will encourage states and localities to create seamless service systems for adults with disabilities seeking to find and keep jobs. Every adult with a disability should be able learn about, receive advice about, and gain access to all of the necessary services with the least effort possible, preferably with a single call or office visit. Each of the services provided should be sufficiently integrated with others so that they collectively accomplish the common goal of long-term employment and permanent attachment to the workforce.

BRIDGE will build on current demonstration grant programs funded by the SSA, Labor, Education, and HHS which are designed to increase program coordination for people with disabilities and will enhance the new workforce system infrastructure being expanded under the Workforce Investment Act's One Stop system.

BRIDGE funds will be available on a competitive basis to consortia of state and local agencies serving individuals with mental or physical disabilities. Grant proposals will be encouraged to enhance service delivery with expanded wrap-around counseling, provision of information that can maximize scarce resources and employment outcomes, and other approaches that address barriers to employment by integrated and coordinated service delivery. While the program is designed primarily to encourage state and local efforts to assist all people with disabilities, efforts targeted to assist certain specific groups of people with disabilities, e.g., youth, mentally ill.

BRIDGE grants would be awarded from a national account of \$150 million in FY 2000. Grants would last for up to five years with funding beyond the first year contingent upon subsequent appropriations. Up to 5 percent of the grant amount would be reserved for rigorous evaluation. Current funding for traditional disability employment programs would not be supplanted by this initiative.

III. Particular Program Design Issues to Consider

A. Interagency Structure

Agency representatives involved in the working group consider it critically important that this new program be a truly interagency effort. Reasons include: 1) the federal government can and should set an example; 2) multi-program expertise will help in judging proposals quality and in helping the consortia access needed federal assistance. Options include:

- (1) Create an inter-agency board to review applications and provide on-going policy guidance, but fund the program through one agency.
- (2) Fund the program through one agency, but require the Secretary (or Director) of that agency to make the BRIDGE grants in consultation with the Secretaries (or Directors) of the other agencies.
- (3) Fund several agencies and require them to work together in awarding grants.

If funding is provided solely to one agency, the Department of Labor is the working group's consensus choice. If some funds are allocated to other agencies as well, then the Department of Education and SSA would also want to be considered for funding.

B. Mandatory Members of the Applicant Consortia

To be considered for a BRIDGE grant, consortia must include one of five public agencies which must contribute resources to the work of their consortia:

Local and/or district offices of SSA
Medicaid/state medical assistance agencies
Department of Veterans Affairs (VA) Regional Offices
State Vocational Rehabilitation agencies
Local Workforce Investment Boards/One-Stop Centers

Applicants will receive additional credit in the selection process for other members of the consortia. An unresolved question is whether State TANF agencies should be:

- (1) A required member of the applicant consortia, meaning that a consortia that did not include the state TANF agency would be ineligible for BRIDGE funds.
- (2) An optional member of the applicant consortia, meaning that a consortia including the TANF agency would get extra points in the selection process.

IV. Timing of the Announcement

We may wish to announce support for the BRIDGE program before final FY 2000 budget decisions have been made, particularly if the President speaks to his Task Force on Employment of Adults with Disabilities' meeting in December. In that circumstance we may seek to either:

- (1) Announce support for the program concept, without committing to a dollar amount.
- (2) Announce support for the program funded at a certain minimum stated dollar amount.

Appendix of "Non-Controversial" Program Design Issues

Eligible Applicants

Each applicant must be a consortium of state and/or local agencies that provide or could provide a range of supports and services to adults with disabilities which lead to finding and keeping employment. The agencies must have the legal authority to provide the services they propose. Consortia may include not-for-profit providers of employment, assistive technology, health and other related services to adults with disabilities.

Successful applicants would demonstrate that they have identified the means to integrate and coordinate the services provided across agencies and to remove barriers to employment for adults with disabilities. Further, successful applicants would demonstrate that they consulted with diverse elements within the community of adults with disabilities in the planning, implementation, and evaluation of the project. In addition, successful applicants would demonstrate that they will match BRIDGE funds with appropriate federal, state, and/or local funds or in-kind services. Finally, preference will be given to applicants that demonstrate how they would ensure the continuation of health care coverage to persons with disabilities after the return to work.

To be considered for a BRIDGE grant:

- Consortia must include the following five public agencies which must, in turn, contribute resources to the work of their consortia over the span of the grants: local and/or district offices of SSA, Medicaid/state medical assistance agencies, Department of Veterans of Affairs (VA) regional offices, state vocational rehabilitation agencies, and local workforce investment boards/One-Stop Centers.
- Applications will be given substantial additional credit in the selection process if the consortium includes any of the following entities that demonstrate a commitment of resources to the work of the consortia: state TANF agencies, independent Living Centers, state developmental disability agencies, state mental retardation agencies, state mental health agencies, vocational rehabilitation centers for the blind and deaf, state/local transportation agencies, public transit authorities, and metropolitan planning organizations.
- Applications will be given some additional credit in the selection process if the consortium includes the following entities as formal partners (e.g., through MOUs or other types of formal agreements): educational institutions, agencies, and boards of education, consumer organizations, economic development agencies, labor organizations, private non-profit service providers, protection advocacy agency, public housing authorities, small business administration offices and/or small business development centers.

Allowable Activities

Allowable activities include those needed to achieve program integration and improved coordination of existing local, state and federal programs in the delivery of services to adults with disabilities and their achievement of self-sustaining employment and economic independence. Allowable activities include:

- Planning, development and implementation of cooperative agreements, including service system planning, and development, planning and creation of core services structures;
- Establishing partnerships among entities to provide integrated income assistance, health and other benefits, job training and placement, and other employment-related services, such as transportation assistance;
- Providing training among consortium partners and required partners under the Workforce Investment Act to increase knowledge and awareness of incentives, available services, and health care waiver provisions, and to promote equal opportunity for the effective participation of individuals with disabilities in the workforce investment system;
- Providing comprehensive pre-service assistance, including counseling on benefits and incentives under the Social Security Act and information on the array of available services to individuals with disabilities that increase the ability to obtain and retain employment;
- Developing and implementing procedures that promote a "single point of entry" or "one-stop service delivery" such as common intake, coordination of customer data bases, customer service hotlines, and access to information resources through technology or staff assistance;
- Establishing linkages of consortium partners with services provided through One-Stop Center system, under the Workforce Investment Act of 1998, to ensure comprehensive and coordinated delivery of employment-related services to individuals with disabilities;
- Establishing linkages with other providers of services that people with disabilities may need to find and keep gainful employment, including local public agencies, not-for-profit service providers, community based organizations, and educational institutions;
- Implementing accessible information technology linkages between programs and infrastructures, such as provided in One-Stop Centers that provide labor market, skill requirements, job listings and available training providers. Available funding for information technology infrastructure development and implementation will be limited to 20%, with any additional support funded by respective consortium partners; and
- Evaluating programs or activities funded by BRIDGE grants.

With the exception of pre-service assistance, BRIDGE funds cannot be used for direct services and direct services must be provided by the local, state and/or federally funded program available for that purpose.

October 28, 1998

with notes

MEMORANDUM FOR NEC-DPC DEPUTIES

FROM: "BRIDGE" WORKING GROUP

SUBJECT: The Proposed BRIDGE Program

On March 13, 1998 the President issued Executive Order 13078 directing the federal agencies to create a coordinated and aggressive national policy to increase employment of adults with disabilities. The "Building Resources for Individuals with Disabilities to Gain Employment" ("BRIDGE") program is one of several new proposals to grow out of this effort. BRIDGE is a competitive grant program designed to increase the employment rate of adults with disabilities by fostering integration at the local level of employment-related services and support services to adults with disabilities.

The purpose of this meeting is to: 1) review the overall structure of the BRIDGE program developed by the interagency working group; 2) consider how to create a strong federal interagency coordinating process; and 3) decide which state and local agencies should be required members of the applicant consortium and to what extent, if any, that requirement can be waived.

I. Program Need

According to the 1998 Harris Survey of Americans with Disabilities, 66% of individuals with disabilities between the ages of 16 and 64 are not working. Only 30% of working-age adults with disabilities are employed full or part-time. Seventy-five percent of those non-employed adults with disabilities have indicated that they would prefer to be working (Harris Survey, 1998). The vast majority of these individuals receive income support and other services through federal, state, and local programs. Many face a myriad of barriers to employment including discrimination and lack of health care, transportation, housing, and personal assistance services. Those services that do exist are fragmented and difficult to access.

II. Proposed BRIDGE Program Structure

BRIDGE will encourage states and localities to address barriers created by the lack of a seamless service system for adults with disabilities seeking to find and keep jobs. Every adult with a disability should be able learn about, receive advice about, and gain access to all of the necessary services with the least effort possible, preferably with a single call or office visit. Each of the services provided should be sufficiently integrated with others so that they collectively accomplish the common goal of long-term employment and permanent attachment to the workforce. The expectation is that these efforts will ultimately inform statewide systems change in policies designed to help individuals with disabilities go to work. These efforts may require federal and/or state policy changes, including possible legislation.

BRIDGE will build on current demonstration grant programs funded by the SSA, Labor, Education, and HHS which are designed to address barriers to employment and increase program coordination for people with disabilities, and will enhance the new workforce system infrastructure being expanded under the Workforce Investment Act's One-Stop system.

BRIDGE funds will be available on a competitive basis to consortia of state and local agencies serving individuals with mental and/or physical disabilities. Grant proposals will enhance service delivery with expanded wrap-around counseling, provision of information that can maximize resources and employment outcomes, and other approaches that address barriers to employment by integrated and coordinated service delivery. While the program is designed primarily to encourage state and local efforts to assist all people with disabilities, efforts can also focus on specific groups, e.g., young adults and mentally ill.

BRIDGE grants would be awarded from a national account of \$150 million in FY 2000. Grants would last for up to five years with funding beyond the first year contingent upon subsequent appropriations. Up to 5 percent of the grant amount would be reserved for rigorous evaluation. Current funding for traditional disability employment programs would not be supplanted by this initiative.

III. Program Design Issues to Consider

A. Interagency Structure

Agency representatives involved in the working group consider it critically important that this new program be a true interagency effort. Reasons include: 1) the federal government can and should set an example; 2) multi-program expertise is essential for judging each proposal's quality and in helping the consortia access needed federal assistance. Options include:

- hybrid*
- (1) Use an inter-agency board to review applications and provide on-going policy guidance and technical assistance, but fund the program through one agency. The current Task Force could potentially serve as the inter-agency board, at least through 2002 (the life of the Task Force); or
 - (2) Fund the program through one agency, but require the Secretary of that agency to make the BRIDGE grants in consultation with the Secretaries (or Commissioners/Directors) of the other agencies; or *but have an interagency group review grant applications and provide recommendations to the Secretary on grant applications and policy advice.*
 - (3) Fund several agencies and require them to work together and with other agencies to review applications and provide on-going policy guidance and technical assistance.

If funding is provided solely to one agency, the Department of Labor is the working group's consensus choice. If some funds are allocated to other agencies as well, then the Department of Education and SSA would also want to be considered for funding. The BRIDGE program will need to be coordinated with implementation of the Kennedy-Jeffords legislation to improve health care access for people with disabilities who work.

B. Mandatory Members of the Applicant Consortia

Staff agree that there are many local and state agencies serving adults with disabilities that should integrate their employment-related services. Staff also agree that there are some agencies that should be included in every effort to integrate services in order for those efforts to succeed; thus, only applications including those agencies would be funded. Other agencies should be included, and staff

agree that applicants including those agencies would be given additional points in the selection process. In deciding the number and type of mandatory consortium members, there is a need to balance providing as much flexibility to local and state applicants as possible while assuring that core services for adults with disabilities are included in every effort at service integration and coordination.

There are six agencies that have been proposed as possible mandatory agencies:

we would expect

- Local and/or district offices of SSA
- Medicaid/state medical assistance agencies
- State Vocational Rehabilitation agencies
- Local Workforce Investment Boards/One-Stop Centers
- State TANF agencies
- State education agencies (either K-12 or post-secondary)

max # relevant groups and we'll judge accordingly
Sally - RFP we expect everybody very competitive
seth - ~~lowest~~ lowest would be to have institutes

Some believe that because a significant proportion of individuals with disabilities also receive TANF, the state TANF agency should be a required agency. Similarly, many believe that because education is so critical to labor market success, education agencies must be involved. Others, however, believe that neither TANF nor education agencies should be required participants because they will skew the distribution of applicants to those aiming to serve individuals on TANF or youth which is not the primary goal of the BRIDGE program nor the Task Force.

Which of the Six Agencies Should be Mandatory

Options include:

- (1) Include all six agencies, including TANF and education, as mandatory participants.
- (2) Include five agencies, including TANF or education, as mandatory participants.
- (3) Include only Medicaid, Voc Rehab, One-Stops, and SSA as mandatory agencies.
- (4) Include only Medicaid, Voc Rehab, and One-Stops as mandatory agencies.

Bob - make clear what kinds of outcomes we want

Substantial additional points would be provided for those agencies that are not mandatory.

Is Any Opt Out Allowed

An additional, but related, decision is whether any exceptions to the mandatory list would be allowed. For example, would an applicant be permitted to exclude one (or more) of the required agencies if they can demonstrate in their application that the excluded agency (or agencies) would not help achieve the stated goal of the proposed consortium? In this instance, the burden of proof would be on the applicant to demonstrate why a "mandatory" agency should not be mandatory. While some believe that there should be no opting out because that goes against the purpose of the program; others believe that if numerous agencies are made "mandatory," then there should be some flexibility to allow innovative applicants to be eligible.

Judy - do legal analysis
→ make sure we can have authority in JTPA

Appendix of "Non-Controversial" Program Design Issues

Eligible Applicants

Each applicant must be a consortium of state and/or local agencies that provide or could provide a range of supports and services to adults with disabilities which lead to finding and keeping employment. The agencies must have the legal authority to provide the services they propose. Consortia may include not-for-profit providers of employment, assistive technology, health and other related services to adults with disabilities.

To be successful, applicants would need to demonstrate that they have identified the means to integrate and coordinate the services provided across agencies and to remove barriers to employment for adults with disabilities. Further, they would need to demonstrate that they consulted with diverse elements within their community of adults with disabilities in the planning, implementation, and evaluation of the project. In addition, to be successful, applicants would need to demonstrate that they will match BRIDGE funds with appropriate federal, state, and/or local funds or in-kind services. Finally, preference will be given to applicants that demonstrate how they would ensure the continuation of health care coverage to persons with disabilities after the return to work.

To be considered for a BRIDGE grant:

- Depending on the decision made at the deputies meeting, applicant consortia must include all (or some) of these "mandatory" agencies: Medicaid/state medical assistance, state vocational rehabilitation, state TANF, state or local education (either K-12 or post-secondary), local workforce investment board/One-Stop Center, and local and/or district office of SSA. All mandatory agencies would be required to contribute resources to the work of their consortia over
- Applications will be given additional credit in the selection process if the consortium includes any of the following entities either through a demonstrated commitment of resources to the work of the consortium or a through formal agreement (such as an MOU): Vocational Rehabilitation and Counseling (Department of Veterans of Affairs), independent Living Centers, state developmental disability agencies, state mental retardation agencies, state mental health agencies, vocational rehabilitation centers for the blind and deaf, state/local transportation agencies, public transit authorities, metropolitan planning organizations, consumer organizations, economic development agencies, labor organizations, private non-profit service providers, protection advocacy agencies, public housing authorities, small business administration offices and/or small business development centers.

Allowable Activities

Allowable activities include those needed to achieve program integration and improved coordination of existing local, state and federal programs in the delivery of services to adults with disabilities and their achievement of self-sustaining employment and economic independence. Allowable activities include:

- Planning, development and implementation of cooperative agreements, including service system planning, and development, planning and creation of core services structures;
- Establishing partnerships among entities to provide integrated income assistance, health and other benefits, job training and placement, and other employment-related services, such as transportation assistance and self-employment/entrepreneurial training;
- Providing training among consortium partners and required partners under the Workforce Investment Act to increase knowledge and awareness of incentives, available services, and health care waiver provisions, and to promote equal opportunity for the effective participation of individuals with disabilities in the workforce investment system;
- Providing comprehensive pre-service assistance, including counseling on benefits and incentives under the Social Security Act and information on the array of services available to individuals with disabilities that increase the ability to obtain and retain employment;
- Developing and implementing procedures that promote a “single point of entry” or “one-stop service delivery” such as common intake, coordination of customer databases, customer service hotlines, and access to information resources through technology or staff assistance;
- Establishing linkages of consortium partners with services provided through One-Stop Center system, under the Workforce Investment Act of 1998, to ensure comprehensive and coordinated delivery of employment-related services to individuals with disabilities;
- Establishing linkages with other providers of services that people with disabilities may need to find and keep gainful employment, including local public agencies, not-for-profit service providers, community based organizations, and educational institutions;
- Implementing accessible information technology linkages between programs and infrastructures, such as provided in One-Stop Centers that provide labor market, skill requirements, job listings and available training providers. Funding available for information technology infrastructure development and implementation will be limited to 20% by the consortia’s grant, with any additional support funded by respective consortium partners; and
- Evaluating programs or activities funded by BRIDGE grants.

With the exception of pre-service assistance, BRIDGE funds cannot be used for direct services and direct services must be provided by the local, state and/or federally funded program available for that purpose.

Building Resources for Individuals with Disabilities to Gain Employment (BRIDGE)

Introduction

On March 13, 1998, the President issued Executive Order No. 13078 entitled "Increasing Employment of Adults with Disabilities." The Executive Order directs federal agencies and departments to create a coordinated and aggressive national policy to accomplish that goal. As part of the effort to fulfill the President's mandate, the Departments of Labor, Education, Transportation, Commerce, Veterans Affairs, and Health and Human Services along with the Social Security Administration and the Small Business Administration are proposing the "Building Resources for Individuals with Disabilities to Gain Employment" ("BRIDGE") Program.

BRIDGE will help to increase the employment rate of adults with disabilities by fostering integration of employment-related services and support services to adults with disabilities among state and local disability systems *at the point of delivery*. Through competitive grants, BRIDGE will help people with disabilities access all of the services they need to find and keep employment through a single point of entry, rather than having to sort through a dizzying bureaucracy on their own. BRIDGE will also foster effective integration of service delivery so that different agencies with related missions will work together to achieve their common goal: employment of adults with disabilities.

Background

According to the 1998 Harris Survey of Americans with Disabilities, two-thirds of individuals with disabilities between the ages of 16 and 64 are not working. Only three in ten working-age adults with disabilities are employed full or part-time. Seventy-five percent of those non-employed adults with disabilities have indicated that they would prefer to be working (Harris Survey, 1998.) The vast majority of these individuals receive income support and other services through federal, state, and local programs like Temporary Assistance for Needy Families (TANF), Supplemental Security Income (SSI), Social Security Disability Income (SSDI), Medicaid (including Medicaid waiver programs), Medicare, mental health services, vocational rehabilitation, subsidized housing, and food stamps.

Even though legislation, technology, and changes in societal attitudes have improved the environment for employment, fewer than 1% per year of the eight million SSI and SSDI beneficiaries actually return to work and terminate benefits. In fact, over the past decade, the total number of SSI and SSDI disability beneficiaries has doubled and federal cash payments to these individuals have steadily increased to more than \$75 billion annually (SSA, 1998). The costs of related Medicaid coverage also continues to escalate. These figures will continue to increase dramatically with the increased incidence of disability in an aging population, and the

migration of many Temporary Assistance for Needy Families (TANF) recipients with disabilities from welfare to SSI/SSDI roles.

The Policy Problem

People with disabilities are a diverse population requiring a variety of services and supports to seek and retain employment. While a host of services and supports are currently provided by government, programs are dispersed among numerous departments and agencies. In addition, states and localities vary enormously in the structure, availability and effectiveness of their employment, health care, and other human services and support programs. For example, many states do not take full advantage of available authority to provide services that are vital to persons with disabilities returning to work, such as continued health care coverage, so that there may be a need for states to consider possible changes to their existing policies. Moreover, the current fragmented approach to supplying these needed services and programs has rendered them less effective in assisting adults with disabilities in finding and maintaining competitive employment. In addition, while the programs are intended to accomplish the same outcome --- that is, helping adults with disabilities become employed --- they frequently do not work well together.

Lack of service coordination and integration results in negative consequences for employers and service providers, both public and private. Most important, they do not have ready access to skilled and effective workers with disabilities. But they also find their efforts frequently wasted. For example, in some states, job counselors do not have access to job listings from agencies that administer employment and training programs. In addition, many different service providers (a vocational rehabilitation counselor, an employment training specialist, a supported employment job developer, or a representative from Projects With Industry) may all be independently contacting the same employer to develop employment opportunities for persons with disabilities. This results in duplication of effort, confusion, and complications in the relationship between the service providers and employers; the very relationship that is often critical to employment success.

Current Efforts

Currently, the Social Security Administration, and the Departments of Labor, Education, and Health and Human Services have grant programs to develop and evaluate models of program coordination, service/systems integration and systems change to increase employment outcomes for people with disabilities at the state and local level. These agencies have published individual and joint grant announcements for competitive grant awards that have been made in FY 1998.

- The Social Security Administration, jointly funded with Health and Human Services/Substance Abuse and Mental Health Services Administration/Center for Mental

Health Services, is administering the "Cooperative Agreements for State Projects which Increase Employment of Individuals with Disabilities Who Receive Public Support."

- The Department of Labor's Employment and Training Administration (DOL/ETA) administers a Disability Employment and Initiatives grant program that fosters linkages with the One-Stop Center system, interagency coordination of multiple service needs, and is designed to support the objectives of Executive Order No. 13078 to increase employment of people with disabilities.
- The Department of Education's Office of Special Education and Rehabilitative Services (OSERS)/ Rehabilitation Services Administration (RSA), jointly funded with DOL/ETA, is administering "Systems-Change Projects to Expand Employment Opportunities for Individuals With Mental or Physical Disabilities, or Both, Who Receive Public Support."

The BRIDGE Initiative

BRIDGE will build on the grant programs described above, with a greater emphasis on single-point-of-entry or "one-stop" service for adults with disabilities seeking to find and keep a job. Each adult with a disability --- each "customer" --- seeking the services needed to succeed in competitive employment should be able learn about, receive advice about, and gain access to all of the necessary services with the least effort possible, preferably with a single call or office visit. Thereafter, each of the services provided to our customer should be sufficiently integrated with all of the other services so that they collectively accomplish the common goal of long-term employment and permanent attachment to the workforce. BRIDGE exemplifies new workforce system infrastructure approaches at the state and local level that promote universal access through One-Stop Centers, integrated service delivery, enhanced customer information, and choice to improve employment potential and opportunity.

BRIDGE will emphasize the need to focus on the point of the delivery of services and the need to be flexible and adapt to state and local conditions as well as ensure that needed services are available. For this reason, state and local agencies will be given the greatest leeway possible to assemble and organize consortiums that best serve their populations. Grant proposals will be designed to enhance service delivery with expanded wrap-around counseling, provision of information that can maximize scarce resources and employment outcomes, and other approaches that address customer and community barriers to employment by integrated and coordinated service delivery.

BRIDGE would be linked to the existing grant programs in that grant competitions under BRIDGE would incorporate any lessons learned in the existing programs. Further, grantees under the existing programs would be allowed to apply for additional funds to expand their current efforts. Finally, all applicants would be required to identify and discuss the implications of their proposed efforts to grants in their state or localities under the existing programs.

Target Population

Consortia of agencies providing services to individuals with mental or physical disabilities, or both, who are participants in federal, state, and/or local public support programs (e.g., TANF, SSI, SSDI, Medicaid, Medicare, subsidized housing, and food stamps, etc.) will be eligible for grants under the BRIDGE program.

Eligible Applicants

Each applicant must be a consortium of state and/or local agencies that provide or could provide a range of supports and services to adults with disabilities which lead to finding and keeping employment. The agencies must have the legal authority to provide the services they propose. Consortia may include not-for-profit providers of employment, assistive technology, health and other related services to adults with disabilities.

Successful applicants would demonstrate that they have identified the means to integrate and coordinate the services provided across agencies and to remove barriers to employment for adults with disabilities. Further, successful applicants would demonstrate that they consulted with diverse elements within the community of adults with disabilities in the planning, implementation, and evaluation of the project. In addition, successful applicants would demonstrate that they will match BRIDGE funds with appropriate federal, state, and/or local funds or in-kind services. Finally, preference will be given to applicants that demonstrate how they would ensure the continuation of health care coverage to persons with disabilities after the return to work.

To be considered for a BRIDGE grant:

- Consortia must include the following five public agencies which must, in turn, contribute resources to the work of their consortia over the span of the grants:
 - Local and/or district offices of SSA
 - Medicaid/state medical assistance agencies
 - Department of Veterans Affairs (VA) Regional Offices
 - State Vocational Rehabilitation agencies
 - Local Workforce Investment Boards/One-Stop Centers

- Applications will be given substantial additional credit in the selection process if the consortium includes any of the following entities that demonstrate a commitment of resources to the work of the consortia:
 - State TANF agencies
 - Independent Living Centers
 - State developmental disability agencies
 - State mental retardation agencies
 - State mental health agencies

Vocational rehabilitation agencies for the blind and deaf
State/local transportation agencies, public transit authorities,
metropolitan planning organizations

- Applications will be given some additional credit in the selection process if the consortium includes the following entities as formal partners (e.g., through MOUs or other types of formal agreements):
 - Educational institutions, agencies, and boards of education
 - Consumer organizations
 - Economic development agencies
 - Labor organizations
 - Private non-profit service providers
 - Protection advocacy agencies
 - Public housing authorities
 - Small business administration offices and/or small business development centers

Finally, up to 5 percent of the grant amount would be reserved for rigorous evaluation. Each applicant would have to demonstrate an ability and willingness to cooperate in a meaningful fashion in an overall evaluation of their coordination and integration efforts.

Allowable Activities

Allowable activities include those needed to achieve program integration and improved coordination of existing local, state and federal programs in the delivery of services to adults with disabilities and their achievement of self-sustaining employment and economic independence. Allowable activities include:

- planning, development and implementation of cooperative agreements, including service system planning, and development, planning and creation of core services structures;
- establishing partnerships among entities to provide integrated income assistance, health and other benefits, job training and placement, and other employment-related services, such as transportation assistance;
- providing training amongst consortium partners and required partners under the Workforce Investment Act to increase knowledge and awareness of incentives, available services, and health care waiver provisions, and to promote equal opportunity for the effective participation of individuals with disabilities in the workforce investment system;
- comprehensive pre-service assistance, including counseling on benefits and incentives under the Social Security Act and information on the array of available services to individuals with disabilities that increase the ability to obtain and retain employment;

- developing and implementing procedures that promote a “single point of entry” or “one-stop service delivery” such as common intake, coordination of customer data bases, customer service hotlines, and access to information resources through technology or staff assistance;
- establishing linkages of consortium partners with services provided through One-Stop Center system, under the Workforce Investment Act of 1998, to ensure comprehensive and coordinated delivery of employment-related services to individuals with disabilities;
- establishing linkages with other providers of services that people with disabilities may need to find and keep gainful employment, including local public agencies, not-for-profit service providers, community based organizations, and educational institutions;
- implementing accessible information technology linkages between programs and infrastructures, such as provided in One-Stop Centers that provide labor market, skill requirements, job listings and available training providers. Available funding for information technology infrastructure development and implementation will be limited to 20%, with any additional support funded by respective consortium partners; and
- evaluation of program or activities funded by BRIDGE grants.

With the exception of pre-service assistance, BRIDGE funds can not be used for direct services and direct services must be provided by the local, state and/or federally funded program available for that purpose. The intent of BRIDGE is to make these services readily accessible and comprehensible to the consumer.

Availability of Funding

BRIDGE grants would be awarded from a national account of \$150 million in FY 2000. Grants would last for up to five years with funding in FY 2001 through FY 2004 contingent upon subsequent appropriations. Current funding for traditional disability employment programs would not be supplanted by this initiative.

Expected Outcomes

These grants will produce a diverse array of integrated and coordinated service systems in states and local areas across the country that will effect the following. Some of the expected outcomes will include the following:

Adults with disabilities will:

- Have a greater rate of gainful employment within a competitive work environment than before BRIDGE or compared to non-BRIDGE participants.

- enter into gainful employment within a competitive work environment at a higher rate of pay than they receive currently;
- more easily and rapidly access a wider and more diverse array of employment services resulting in efficient and rapid job placement that will improve job skills, job opportunities, job placement, and job retention for adults with disabilities;
- be more satisfied with employment and related support services;
- have more input concerning their life goals and career plans;
- have more choices with respect to employment and career decisions;
- be more readily accommodated within the work force;
- have a better understanding of work incentive provisions; and
- report that their quality of life has improved.

State and local service delivery systems will:

- be less fragmented, have improved communication across systems, and be more efficient by decreasing duplication of services;
- be more user friendly and customer oriented;
- be more cost-effective than services provided in less integrated delivery service systems;
- systematically decrease barriers to employment of adults with disabilities at state and local levels (e.g. lack of: transportation, health care/insurance, education, workforce training, housing, assistive technology, civil rights, on-site and off-site job accommodations and long-term follow-along supports);
- increase the use of Medicaid waivers and individual waivers of SSA eligibility and income requirements; and
- realize substantial cost savings in terms of reducing the costs of public benefit programs.