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E-mailed: 09/10/15 (pv)

Workforce Development Agency (WDA)
Policy Issuance (PI): 12-17, Change 1

Date: September 10, 2015

To: Michigan Works! Agency (MWA) Directors

From: Joseph Billig, Director, Office of Talent Policy and Planning
Workforce Development Agency
SIGNED

Subject: Food Assistance Employment and Training (FAE&T) Program Policy Guidelines

Programs Affected: FAE&T

Rescissions: WDA State of Michigan (SOM) PI 12-17, issued October 8, 2012

References: Food and Nutrition Act of 2008, 7 U.S.C. § 2011 (2008) (originally enacted as Food Stamp Act [FSA] of 1977, as amended, Public Law [PL] No. 88-525 [1964])

Food, Conservation, and Energy Act of 2008 (2008 Farm Bill), PL No. 110-246 (2008) (codified as amended at 7 U.S.C. § 2015)

7 Code of Federal Regulations, Department of Agriculture, Parts 273.7 and 277

WDA PI 14-14, Michigan Works! System Plan Instructions, issued December 11, 2014, and subsequent changes

WDA PI 15-12, Procurement, issued July 17, 2015

Bureau of Workforce Programs PI 06-10, Individual Service Strategies, issued September 8, 2006



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Background: Congress established the FAE&T Program under the FSA of 1977, as amended, to provide Food Assistance Program (FAP) participants opportunities to gain skills, training, or experience to improve their ability to obtain regular employment and increase self-sufficiency. The State of Michigan operates a voluntary FAE&T Program, which is jointly administered by the Michigan Department of Health and Human Services (DHHS) and the WDA. A voluntary program is where all FAP household members are exempt from participating in an employment & training (E&T) program, and there are no sanctions for failure to participate in E&T.

The FAE&T Program is designed to establish a connection to the labor market for Able Bodied Adults Without Dependents (ABAWDs). The ABAWD must be 18 through 49 years old (beginning the first calendar month after the 18th birthday through the last calendar month before the 50th birthday). Also, the ABAWD must not have a minor (under the age of 18) on their FAP case. The MWAs serve the ABAWDs, with oversight and technical assistance from the WDA. The DHHS local offices will provide services for the Non-ABAWD FAE&T population. Through joint efforts, employment and training services are available to all FAP applicants and recipients in the State of Michigan.

The MWAs are required by state law to subcontract with public and/or private providers through a competitive procurement process for case management and delivery of participant services, unless granted approval otherwise, in accordance with WDASOM PI 11-13, or any policy issuance that replaces PI 11-13. Each MWA, within the parameters of state and federal policies, will design its FAE&T Program to meet the demands of its labor market and the needs of the program participants.

ABAWDs can volunteer to participate in the Self-Initiated Community Services (SICS) program administered by the local DHHS offices, and/or the employment and training program administered by the MWAs.

Policy: **This policy is effective October 1, 2015**

Program Objective

The FAE&T Program will help ABAWDs participate in voluntary employment and training activities that will assist the individual in obtaining and retaining employment.

Program Overview

The MWA should collaborate with partners; such as local DHHS offices, food banks, vocational and technical training centers, and community centers to market the program to potential participants. It is important to sufficiently market and convey the positive aspects of the program to potential participants. The DHHS is responsible for determining who is eligible for FAE&T and to facilitate the electronic referral process via the Bridges system to the One-Stop Management Information System (OSMIS). The MWA is responsible for assessing the employment and educational needs of the ABAWDs, then assigning appropriate activities. The MWA retains the participant until:

- notified by the DHHS of the participant's FAP ineligibility (except for those engaged in Job Retention Services, as described further in this policy),
- the participant's refusal to continue,
- failure to participate in employment & training activities, or
- the participant's choice to be referred back to the DHHS for participation in SICS.

When any of the above events occur, the MWA must terminate the participant's record in the OSMIS. Please note the MWA has up to 60 days to reengage individuals who fail to participate before they **must** be terminated from the OSMIS.

Program Orientation

A program orientation must be available to participants within five days of their referral from the DHHS. Participant referrals remain open until the last date to attend the program orientation, which is indicated in the *Last Date to Attend Orientation* field of the OSMIS. The orientation should consist of an overview of the program, responsibilities of the participant, and the consequences for noncompliance.

Individual Service Strategy

Individual Service Strategies are required electronically for all **new** participants and should contain personal characteristics, identified barriers, assessment results and existing skill levels.

Program Activities

As long as ABAWDs in Michigan are not subject to FAP Time Limited Food Assistance (TLFA), the **required participation effort for participants can**

vary on a case-by-case basis with the provision that the participant is progressing towards self-sufficiency. The WDA will notify the MWA when TLFA is reinstated. At that time all participants will be required to engage in approved activities for 20 hours or more per week, averaged monthly, to maintain ongoing FAP benefits.

The MWA has the flexibility to determine the sequencing of assigned activities on an individual participant basis. Due to the voluntary nature of the program, participants should not be disqualified from FAE&T for failure to comply with the requirements of a specific activity. A participant may be moved to a different activity to continue participation.

All activities permit a stronger emphasis on case management, and it may be provided on a continuing basis throughout participation in FAE&T. The hours spent by ABAWDs in case management activities should be included as participation in the approved activities.

Job Search and Job Search Training

(Enter in OSMIS as “Job Search and Job Readiness Asst.” activity.)

Job Search is the act of seeking or obtaining employment and includes job clubs and counseling. Job Search Training assists individuals to become familiar with general workplace expectations, and learn behaviors and attitudes necessary to compete successfully in the labor market. Job Search Training may include, but is not limited to:

- teaching participants how to read maps and bus schedules,
- tips on personal hygiene and appearance, and
- testing, job interests, use of the Michigan Occupational Information System and the Pure Michigan Talent Connect system.

Participants can be **enrolled solely** in Job Search and/or Job Search Training for a maximum of 30 days. The 30 days does not need to occur concurrently, but time spent participating in these activities, without another assigned activity, must be applied to the 30-day limit.

If a participant has completed 30 days of Job Search and/or Job Search Training, any additional time spent job searching must be done in conjunction with another allowable activity and may comprise up to half of the total hours of the primary activity.

Example: If a participant was assigned 10 hours of vocational training, they could be assigned 5 hours of job searching. However, participants may volunteer to participate in job search hours above the assigned amount.

If the participant is dual-enrolled in Title I of the Workforce Innovation and Opportunity Act (WIOA) or Section 236 of the Trade Adjustment Assistance (TAA) Act, the limitation on the number of hours of participation in job search and/or Job Search Training does not apply.

Workfare

(Enter in OSMIS as the “Workfare” activity.)

Workfare is a work component in which FAP recipients perform work in a public service capacity. Workfare participants receive compensation in the form of their monthly FAP allotment in lieu of wages. The primary goal of Workfare is to improve employability and encourage individuals to move into unsubsidized employment while returning something of value to the community.

Workfare must comply with these conditions:

- Workfare must take place with a public or private non-profit agency
- Workfare must not provide any work that has the effect of replacing or preventing the employment of an individual not participating in Workfare. Vacancies due to hiring freezes, terminations, or layoffs must not be filled by Workfare participants.
- Workfare participants must be provided the same job-related benefits and working conditions that are provided at the job site to employees performing comparable work for comparable hours. These are benefits related to the actual work being performed, like workers’ compensation and not to the employment by a particular agency, such as health benefits. Of the benefits required, any elective benefit that requires a cash contribution by the participant will be optional at the discretion of the participant. Participants are covered by workers’ compensation as outlined in the DHHS Bridges Eligibility Manual (BEM) 232 at <http://www.mfia.state.mi.us/olmweb/ex/BP/Public/bem/232.pdf>.
- The provisions of Section 2(a)(3) of the Service Contract Act of 1965 (PL 89-286) relating to health and safety conditions apply to the Workfare activity.
- Workfare jobs must not, in any way, infringe upon the promotional opportunities that would otherwise be available to regular employees.
- Workfare jobs must not be related, in any way, to political or partisan activities.

- Assigned participation in Workfare may not exceed the number of hours equal to the FAP benefit for that month, divided by the higher of the applicable state or federal minimum wage.

To determine the number of allowable Workfare hours, the MWA must verify the FAP benefit amount with the local DHHS office or through the customer's MI Bridges account.

Example: FAP Benefit of \$194 divided by \$8.15 equals 23 hours per month.

During Workfare, the MWA should continue efforts to assist the participant in obtaining employment, e.g., sending out the participant's resume and setting up employment interviews.

The total amount of time spent monthly by participants in FAE&T activities, combined with hours worked in Workfare, and unsubsidized employment is unlimited. Participants may volunteer to participate in hours above the required amount if permitted by the MWA.

Educational and Training Programs

Educational and training opportunities can provide the skills needed to secure unsubsidized employment and ultimately self-sufficiency. Only educational components that directly enhance the employability of participants are allowable. A direct link between the educational program and job-readiness must be established for the component to be approved by the MWA.

- Literacy and Academic Skills Training
(Enter in OSMIS as the "Educational/Training Programs – Literacy" activity.)

Educational/training programs expand the job search abilities or employability of those subject to the program. Allowable educational activities may include, but are not limited to:

- high school or equivalent education programs,
- remedial education programs to achieve a basic literacy level, and
- instructional programs, such as English as a Second Language, basic computer skills training, and basic literacy skills.

There are no time limits on participation in literacy and academic skills training programs. It is left to the discretion of the MWA to determine how long individuals are to remain in literacy and academic skills training.

- Employment Enhancement Skills Training
(Enter in OSMIS as the "Educational/Training Programs-Emp Enhancement Srvs" activity.)

The goal of Employment Enhancement Skills Training is to increase or develop participants' motivation to begin and continue participation in activities relating to employment. It is designed to stabilize participants living circumstances and facilitate successful involvement in the program. This may include activities such as:

- improving self-image,
- motivational activities, which include prioritizing work and building or improving self-esteem,
- time and money management,
- improving interpersonal relationships,
- referrals to address health-related issues,
- information about and referral to service agencies to access housing, food, and clothing assistance, and
- information about how to access other community resources.

Enrollment in Job Search and/or Job Search Training is not required before placement into Employment Enhancement Skills Training. There are no time limits on participation in Employment Enhancement Skills Training. It is left to the discretion of the MWA to determine how long individuals are to remain in this activity.

- Vocational Training
(*Enter in OSMIS as the "Vocational Occupational Training" activity.*)

Vocational Training improves the employability of participants by providing training in a skill or trade allowing the participant to move directly into employment. All vocational training activities should be organized educational programs that are directly related to the preparation of individuals for employment in current, emerging, or in-demand occupations, based on local labor market information data.

Individuals may participate in Vocational Training activities for up to 12 months.

The FAE&T Program funds may be used to cover the actual education costs as long as the MWA verifies and maintains documentation that there is no other source of financial assistance available to the client. Participants must attempt to secure federal financial aid (not including student loans), such as a Pell Grant, if applicable, for the educational institution/activity.

Enrollment in WIOA, State, or Local Projects or Programs (Dual Program Enrollment)

(Enter in OSMIS as the “Dual Program Enrollment” activity.)

Participants may be enrolled in this component if they are dually enrolled in other employment and training programs, such as the WIOA, Section 236 of the TAA Act, or other state or local projects/programs, such as the Prisoner Re-Entry program.

The MWA may coordinate placement in employment and training programs through other allowable funding sources for which the participant is eligible. Time spent participating in the additional program activities can be applied to FAE&T, as appropriate.

Dual program enrollment may not exceed 12 months. A direct connection between the training and employability must be established. *(Note: FAE&T participants may not participate in programs funded under Temporary Assistance for Needy Families, such as PATH).*

Supportive Services

(Enter in OSMIS as the “Support Services - Trans, Clothing, Tools, Food Stamp Only”)

Supportive Services are services designed to assist participants in overcoming barriers that prevent them from engaging in employment and training activities. They must be reasonable and necessary, and directly related to participation in activities, **not for supporting participants’ involvement in unsubsidized employment**.

A participant may receive a maximum of \$80 per month for transportation, school supplies, tools or equipment, clothing, State of Michigan identification card, personal hygiene and other grooming supplies and/or services (including haircuts) needed to secure employment.

Supportive services may be provided in the form of prepaid allowances based on approximate costs, where the costs are reasonable and verifiable. Alternatively, Supportive Services may be provided through reimbursement to the participant for the actual cost of services incurred.

Gift cards or vouchers may be provided, as a prepaid allowance, if their use is restricted to specific purchases or services allowed by the program. In addition, case file documentation must clearly identify the supportive service provided.

The following items are **not allowed** to be paid for with FAE&T funds:

- Automobile insurance,

- Automobile ownership/**operator taxes** (tag, title, license)
- Automobile purchase
- Drug/alcohol counseling or therapy
- Living stipend
- Mental health treatment
- Personal computers
- Relocation expenses
- Student loans

The cost of a commercial driver’s license or a driver’s license for a taxi driver is allowable and an exception to the rule that prohibits paying for **operator taxes**.

MWAs have the option to provide a hard cash local match from a non-federal funding source if they wish to provide supportive services in excess of the \$80 per person, per month limitation. The MWAs will be responsible for documenting their use of local matching funds for the provision of supportive services, and for verification that their local match is acceptable.

Unsubsidized Employment

(Enter in OSMIS as the “Unsubsidized Employment” activity.)

Unsubsidized employment is full or part-time employment in the public or private sector that is not supported by Temporary Assistance for Needy Families, State General Fund/General Purpose funds, or any other public program. Participation in unsubsidized employment is the fundamental goal for all participants to prepare for self-sufficiency and public assistance case closure. Employed participants should be encouraged to engage in other employment and training activities to increase the likelihood of achieving self-sufficiency.

The Unsubsidized Employment activity in OSMIS should be opened for participants who are employed when they enroll in FAE&T and for those who obtain employment during participation in FAE&T. The MWA must also notify the local DHHS office if a participant obtains employment while enrolled in the program.

The U.S. Department of Agriculture’s Food and Nutrition Service (FNS) does not recognize unsubsidized employment as an allowable category of service for FAE&T. Therefore, employed FAE&T participants must participate in other allowable FAE&T activities in addition to unsubsidized employment. Job Retention Services qualifies as an allowable activity for up to 90 days.

The MWA must create an OSMIS case note and notify the local DHHS office if an FAE&T participant:

- voluntarily quits a job of 30 hours or more per week without good cause, or
- voluntarily reduces hours of employment below 30 hours per week without good cause, or
- refuses to accept a bona-fide offer of employment per DHHS BEM 233B at <http://www.mfia.state.mi.us/OLMWEB/EX/BP/Public/BEM/233B.pdf>

Job Retention Services

(Enter in OSMIS as the “Job Retention Services” activity.)

Job Retention Services may be provided to individuals who secure full or part-time unsubsidized employment after receiving other employment or training services under the FAE&T Program. This activity provides case management and supportive services to help participants achieve satisfactory performance, retain employment and increase earnings over time.

Job Retention Services:

- May be provided for a maximum of 90 days;
- May continue for the full 90 days, even if the FAP case closes; and
- If the customer is employed at the time of registration, Job Retention Services may only be provided if the participant secures a new job with a new employer or a new position with the original employer.

Job Retention Services are limited to 90 days per referral. The 90 days do not need to occur concurrently, but the MWA must track the days Job Retention Services are provided to verify that 90 days are not exceeded in any one referral. At the end of the 90 days, or earlier if Job Retention Services are no longer requested, the participant may be terminated in OSMIS with the reason “Completed Program Objectives,” or engaged in another employment and training activity.

Job Retention Supportive Services

Job retention supportive services are designed to assist the participant in maintaining employment and can only be provided when a participant is enrolled in the job retention services activity. Job retention supportive services follow the same rules as regular supportive services as described earlier in this policy.

Serving Employed Participants

Example 1: A participant enrolled in FAE&T secures 15 hours of unsubsidized employment. The participant is in need of transportation

assistance to maintain the new employment. The “Unsubsidized Employment” activity is opened in OSMIS to document the participation, and the “Job Retention Services” activity is opened to provide mileage reimbursement. After 30 days, the job is going well, and employment related assistance (mileage reimbursement) is no longer needed, but additional training is requested to increase overall self-sufficiency. The “Job Retention Services” activity is ended, and a training activity is opened. The “Unsubsidized Employment” activity remains open. The MWA may now provide regular Supportive Services to support the training activity, and 60 days of Job Retention Services remain available for future use.

Example 2: A participant enrolled in FAE&T completes a training component and secures full-time unsubsidized employment. The participant is in need of transportation assistance to maintain the new employment. The “Unsubsidized Employment” activity is opened in OSMIS to document the participation, and the “Job Retention Services” activity is opened to provide mileage reimbursement. Job Retention Services are provided for the next 90 days. After 90 days, the “Job Retention Services” activity is ended. If the customer is still eligible for FAP, they may participate in another FAE&T activity. Regular Supportive Services may be provided to support the new non-work activity; however, the “Job Retention Services” activity and its related supportive services have been exhausted for this referral. If the employed participant chooses not to engage in another FAE&T activity, the MWA must terminate the customer from OSMIS.

Data Entry in OSMIS and Documentation

The MWA must capture all required participant and reporting information in the OSMIS. Data entry for all OSMIS activities must be within two days of the start and end dates of participation. The OSMIS case notes must be used to document additional case information, as necessary. Standard forms are attached to the policy to document participation in the assigned activities. The MWAs may create instructions for using the standard forms, as long as the instructions are printed on the back of the form. On all forms, the “Michigan Works!” logo may be deleted, and a local MWA logo may be inserted in its place. The MWA may also replace the title “MWA Staff” with a locally recognized title. Paystubs, official employer records, and third party verification services may also be used to confirm employment.

Note: Where signatures are required, electronic signatures may be accepted.

Entry of Educational and Training Outcomes

The MWA must enter into the OSMIS all participants’ educational and training outcomes prior to termination/case closure. As a best practice, the MWA should enter educational outcomes when they are attained. In the

registration component of the OSMIS, case managers will be required to indicate whether or not the participant obtained a high school diploma/GED, an associate's degree, other post-secondary degree, or other training credentials during the enrollment. All educational and training outcomes must be verified by the MWA prior to being entered into the OSMIS.

Confidentiality

Information contained in all program case records is confidential and may be released only under limited circumstances. The DHHS confidentiality policy can be found in the Bridges Administrative Manual at <http://www.mfia.state.mi.us/olmweb/ex/BP/Public/BAM/310.pdf>.

The privacy of individuals must be safeguarded, and the MWA may not release any information related to an individual participant. A customer, however, may consent to a release of information upon signing a release of information form. The MWA is also allowed to release aggregate data about participants. Aggregate data includes the total number of participants employed, the number of people enrolled in activities, etc. The MWA must adhere to these guidelines when administering this program.

Use of Funds

FAE&T funds may only be used to provide employment and training and supportive services to individuals who are referred to the MWA by the DHHS.

FAE&T funds may be used to serve FAP applicants from the date of application until the application is approved, denied, or withdrawn. The ABAWDs who are determined eligible for FAP, will continue to be eligible for FAE&T services during the time period they receive FAP benefits or through the 90th day of Job Retention Services activity if their FAP case closes.

Program funds may be used to market the program to potential volunteers. Marketing expenses must be reasonable and necessary to promote FAE&T.

FAE&T funds shall not be used for transporting applicants to and from the local DHHS office to complete FAP applications or to provide assistance in completing FAP applications.

Program Operations

Program operation costs are not to exceed an average of **\$4,000** per participant.

Action: MWA officials shall take the appropriate action to comply with this policy issuance.

Inquiries: Questions regarding this policy issuance should be directed to your Welfare Reform state coordinator at (517) 373-6234. The information contained in this policy issuance will be made available in an alternative format (large type, audio tape, etc.) upon request to this office.

**Expiration
Date:** None

JB:LM:pv



ACTIVITY LOG

Sunday _____ to Saturday _____
 Due Date _____ Time _____

Participant Name: _____ Client/Recipient ID: _____
(Print First & Last Name)

Signature of Participant: _____ Assigned Hours: _____

By signing above, I agree that the information I am providing is true to the best of my knowledge and I understand that I am only able to complete the number of hours of Workfare I was assigned by the MW! staff. Any amount of time I have completed in excess was done so voluntarily and I understand it will not count towards my participation.

In accordance with the Fair Labor Standard Act, your maximum monthly hours limit for Workfare is

ACTIVITY

CHECK ONE: JS/JR (At Service Center) Workfare Assignment Dual Program Enrollment
 Vocational Training Basic Literacy Employment Enhancement Skills Training

DATE	HOURS OF PARTICIPATION	NAME OF WORKSITE, EDUCATIONAL PROVIDER OR OTHER PROVIDER	PERSON VERIFYING HOURS OF PARTICIPATION MUST COMPLETE THE FOLLOWING
			Name: _____ <small>(Print)</small> Phone/Email: _____ Signature: _____ <small>(First & Last Name)</small>

Total Hours: _____



VERIFICATION OF EMPLOYMENT HOURS

Participant Name: _____ <small>(Print First & Last Name)</small>		Client/Recipient ID: _____	
Section 1 - Employment Information (To Be Completed By Employer or By MWA Staff if Done Via Phone Contact)			
Employer Name: _____ _____		Employer Address, Phone, & Fax: _____ _____	
Date Employment Began: _____		Average Actual Weekly Hours Worked: _____	
Wage: _____ Job Title: _____		Notes: _____ _____ _____	How Often Paid? <input type="checkbox"/> Weekly <input type="checkbox"/> Twice Monthly <input type="checkbox"/> Every 2 Weeks <input type="checkbox"/> Monthly
Section 2 – To Be Completed by Employer			
Person Completing Form _____ <small>(Print First & Last Name)</small>		Title _____	
Signature _____		Date _____	
Section 3- To Be Completed by MWA Staff if Employment is Verified Via Phone			
_____ <small>(Name of Employer's Staff Verifying Employment Hours)</small>			
_____ <small>(Name of MWA Staff)</small>			
_____ <small>(Title of MWA Staff)</small>		_____ <small>(Date of Call)</small>	



OUTSIDE JOB SEARCH CONTACT LOG

Participant : _____ (Print First & Last Name)			Client/Recipient ID: _____		Date: _____	
Michigan Works! Staff Name: _____ (Print First & Last Name)					Time: _____	
Week Begin Date (Sunday): _____			Week End Date (Saturday): _____			
Date	Employer Name & Phone Number	Employer Address or Website Address	Activity (circle one)	Actual Time Spent (check one)		
			Interview _____ Application _____ Resume _____ Follow-up _____ Internet _____ Other _____	<input type="checkbox"/> 15 Min <input type="checkbox"/> 30 Min <input type="checkbox"/> 45 Min <input type="checkbox"/> 60 Min <input type="checkbox"/> If more than 1 hr _____		
			Interview _____ Application _____ Resume _____ Follow-up _____ Internet _____ Other _____	<input type="checkbox"/> 15 Min <input type="checkbox"/> 30 Min <input type="checkbox"/> 45 Min <input type="checkbox"/> 60 Min <input type="checkbox"/> If more than 1 hr _____		
			Interview _____ Application _____ Resume _____ Follow-up _____ Internet _____ Other _____	<input type="checkbox"/> 15 Min <input type="checkbox"/> 30 Min <input type="checkbox"/> 45 Min <input type="checkbox"/> 60 Min <input type="checkbox"/> If more than 1 hr _____		
			Interview _____ Application _____ Resume _____ Follow-up _____ Internet _____ Other _____	<input type="checkbox"/> 15 Min <input type="checkbox"/> 30 Min <input type="checkbox"/> 45 Min <input type="checkbox"/> 60 Min <input type="checkbox"/> If more than 1 hr _____		
			Interview _____ Application _____ Resume _____ Follow-up _____ Internet _____ Other _____	<input type="checkbox"/> 15 Min <input type="checkbox"/> 30 Min <input type="checkbox"/> 45 Min <input type="checkbox"/> 60 Min <input type="checkbox"/> If more than 1 hr _____		
			Interview _____ Application _____ Resume _____ Follow-up _____ Internet _____ Other _____	<input type="checkbox"/> 15 Min <input type="checkbox"/> 30 Min <input type="checkbox"/> 45 Min <input type="checkbox"/> 60 Min <input type="checkbox"/> If more than 1 hr _____		
			Interview _____ Application _____ Resume _____ Follow-up _____ Internet _____ Other _____	<input type="checkbox"/> 15 Min <input type="checkbox"/> 30 Min <input type="checkbox"/> 45 Min <input type="checkbox"/> 60 Min <input type="checkbox"/> If more than 1 hr _____		

Participant Signature: _____

By signing above, I agree that the information I provided is true to the best of my knowledge.

Total Hours Above: _____

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WR-265 (Revised Date: 07/28/15)

Equal Opportunity Employer/Service Provider. Michigan Relay Center (800) 649-3777. Auxiliary Aids and Services Available to Individuals with Disabilities.