

112TH CONGRESS
1ST SESSION

S. 922

To amend the Workforce Investment Act of 1998 to authorize the Secretary of Labor to provide grants for Urban Jobs Programs, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MAY 9, 2011

Mrs. GILLIBRAND introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

To amend the Workforce Investment Act of 1998 to authorize the Secretary of Labor to provide grants for Urban Jobs Programs, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Urban Jobs Act of
5 2011”.

6 **SEC. 2. FINDINGS AND PURPOSE.**

7 (a) FINDINGS.—Congress finds the following:

8 (1) One-third of minority youth are unem-
9 ployed.

1 (2) The labor force participation rate for per-
2 sons without a high school diploma is 20 percentage
3 points lower than the labor force participation rate
4 for high school graduates.

5 (3) Nationally, approximately 70 percent of all
6 students graduate from high school, but African-
7 American and Hispanic students have a 55 percent
8 or lower chance of graduating from high school.

9 (4) High school dropouts from the class of
10 2004 will cost the Nation more than
11 \$325,000,000,000 in lost wages, taxes, and produc-
12 tivity over their lifetimes.

13 (5) Only 52 percent of students in the 50 larg-
14 est cities in the United States graduate from high
15 school. That rate is below the national high school
16 graduation rate of 70 percent, and also falls short
17 of the average high school graduation rate of 60 per-
18 cent for urban districts across the Nation.

19 (6) Over a lifetime, a high school dropout
20 earns, on average, about \$260,000 less than a high
21 school graduate, and about \$1,000,000 less than a
22 college graduate.

23 (7) Approximately 75 percent of State prison
24 inmates and 59 percent of Federal prison inmates
25 have not completed high school. Increasing the high

1 school completion rate by 1 percent for all men ages
2 20 to 60 would save the United States
3 \$1,400,000,000 annually in reduced costs associated
4 with crime.

5 (8) According to a recent study, a 10-percent
6 increase in the male high school graduation rate
7 would reduce arrest rates for murder and assault by
8 about 20 percent, motor vehicle theft by 13 percent,
9 and arson by 8 percent.

10 (b) PURPOSE.—It is the purpose of this Act to pro-
11 vide adequate resources for national nonprofit organiza-
12 tions to prevent and reduce the disproportionate incarcer-
13 ation of eligible youth, especially minority youth, and to
14 prepare eligible youth for entry into employment, or edu-
15 cation leading to employment, that places participants on
16 a path to economic self-sufficiency and provides opportuni-
17 ties for advancement, by providing a comprehensive set of
18 services that includes job training, education, and support
19 services.

20 **SEC. 3. URBAN JOBS PROGRAMS.**

21 (a) IN GENERAL.—Subtitle D of title I of the Work-
22 force Investment Act of 1998 is amended by inserting
23 after section 173A (29 U.S.C. 2918a) the following:

1 **“SEC. 173B. URBAN JOBS PROGRAMS.**

2 “(a) PURPOSE.—The purpose of this section is to
3 provide, through competitive grants, needed resources for
4 the following objectives:

5 “(1) To establish a feeder system for youth
6 ages 18 through 24, who are out-of-school youth or
7 are or have been subject to the criminal justice proc-
8 ess, in urban communities, into employment, or edu-
9 cation leading to employment, through national
10 intermediaries that have demonstrated effectiveness
11 in conducting outreach to, and serving, eligible youth
12 through a national network of community-based af-
13 filiates.

14 “(2) To provide a holistic approach for pre-
15 paring eligible youth in urban communities for entry
16 into employment, or education leading to employ-
17 ment, through a comprehensive set of services.

18 “(3) To prevent and reduce the dispropor-
19 tionate incarceration of eligible youth in urban com-
20 munities, including minority youth.

21 “(b) DEFINITIONS.—In this section:

22 “(1) COMMUNITY-BASED AFFILIATE.—The term
23 ‘community-based affiliate’ means a community-
24 based organization that is an affiliate of a national
25 intermediary.

1 “(2) ELIGIBLE YOUTH.—The term ‘eligible
2 youth’ means individuals ages 18 through 24 who—

3 “(A) are not enrolled in secondary or post-
4 secondary school; or

5 “(B) are or have been subject to any stage
6 of the criminal justice process.

7 “(3) NATIONAL INTERMEDIARY.—The term
8 ‘national intermediary’ means a national private
9 nonprofit community-based organization that—

10 “(A) has an affiliate network comprised of
11 community-based organizations in at least 50 or
12 more urban communities;

13 “(B) has demonstrated expertise and effec-
14 tiveness in conducting outreach to eligible youth
15 and providing workforce investment activities to
16 such youth; and

17 “(C) has operated in 25 States continu-
18 ously for more than 20 years.

19 “(4) RECIDIVISM.—The term ‘recidivism’
20 means a tendency to return to criminal behavior.

21 “(5) UNSUBSIDIZED JOB.—The term ‘unsub-
22 sidized job’ means an employment position with an
23 employer—

24 “(A) that pays the wages for the position;
25 and

1 “(B) that does not receive public funds for
2 the creation and maintenance of the employ-
3 ment position.

4 “(6) URBAN JOBS PROGRAM.—The term ‘Urban
5 Jobs Program’ means an Urban Jobs Program
6 funded under subsection (c).

7 “(c) URBAN JOBS PROGRAM GRANTS.—

8 “(1) GRANTS.—The Secretary is authorized to
9 make grants, on a competitive basis, to national
10 intermediaries for the purpose of carrying out Urban
11 Jobs Programs that provide a comprehensive set of
12 services to eligible youth in urban communities to
13 provide such youth with a pathway to employment,
14 or education leading to employment.

15 “(2) APPLICATION.—

16 “(A) FORM AND PROCEDURE.—To be eligi-
17 ble to receive a grant under this subsection, a
18 national intermediary shall submit an applica-
19 tion at such time, in such manner, and accom-
20 panied by such information as the Secretary
21 may require.

22 “(B) MINIMUM REQUIREMENTS.—The Sec-
23 retary shall require that the application contain,
24 at a minimum—

1 “(i) a request for the grant, specifying
2 the amount of the grant requested and
3 proposed uses of the grant funds;

4 “(ii) a description of how the national
5 intermediary will meet, for participants in
6 the Urban Jobs Program, goals consisting
7 of—

8 “(I) increased long-term employ-
9 ment in unsubsidized jobs;

10 “(II) reduced recidivism;

11 “(III) increased attainment of
12 the recognized equivalent of a high
13 school diploma;

14 “(IV) improved literacy and
15 numeracy; and

16 “(V) increased attainment of in-
17 dustry-recognized certificates or cre-
18 dentials, or preparation for entry into
19 an institution of higher education
20 without need for further remediation;

21 “(iii) a description of underlying sup-
22 ports for the program, including—

23 “(I) engaged community part-
24 ners;

1 “(II) staff expertise in youth de-
2 velopment; and

3 “(III) demonstrated under-
4 standing of youth characteristics;

5 “(iv) a description of how the pro-
6 gram will enable program participants to
7 achieve outcomes consisting of—

8 “(I) creation of caring relation-
9 ships with peers and staff;

10 “(II) creation of goals (such as
11 the attainment described in clause
12 (ii)(III), attainment of employment,
13 admission to or completion of a degree
14 at an institution of higher education,
15 attainment of industry-recognized cer-
16 tificates or credentials, or preparation
17 for entry into an institution of higher
18 education without need for further re-
19 mediation);

20 “(III) participation in opportuni-
21 ties to contribute to the community
22 through service or volunteerism;

23 “(IV) development of 21st cen-
24 tury workplace skills, including critical
25 thinking and collaboration;

1 “(V) development of a sense of
2 responsibility for one’s future;

3 “(VI) development of plans or
4 strategies to meet one’s goals;

5 “(VII) reduction of risk-taking
6 behaviors;

7 “(VIII) achievement of improved
8 educational outcomes (such as
9 numeracy, literacy, or the attainment
10 described in clause (ii)(II));

11 “(IX) achievement of improved
12 employment outcomes; and

13 “(X) reduction of recidivism; and

14 “(v) a description of activities to be
15 provided through the Urban Jobs Program
16 that lead to the attainment of industry-rec-
17 ognized certificates or credentials described
18 in paragraph (3).

19 “(3) ELIGIBLE ACTIVITIES.—A national inter-
20 mediary that receives a grant under this subsection
21 shall use the funds made available through the grant
22 to carry out an Urban Jobs Program, which shall in-
23 clude the following comprehensive set of services:

1 “(A) Case management, through an indi-
2 vidual responsible for helping participants navi-
3 gate the Urban Jobs Program activities.

4 “(B) Educational services, including skill
5 assessment, reading and math remediation,
6 educational enrichment, services involving prep-
7 aration for and opportunities for attainment of
8 the recognized equivalent of a high school di-
9 ploma, services that connect to career pathways
10 such as opportunities for attainment of indus-
11 try-recognized certificates or credentials or for
12 preparation for entry into an institution of
13 higher education without the need for further
14 remediation, and postsecondary education.

15 “(C) Employment and job readiness activi-
16 ties, including mentoring, community service
17 opportunities, internships, on-the-job training,
18 occupational skills training, personal develop-
19 ment, and unsubsidized jobs.

20 “(D) Support services, health and nutri-
21 tion service referral, substance abuse counseling
22 and treatment, and provision of housing assist-
23 ance, interpersonal and basic living skills, and
24 transportation, child care, clothing, and other
25 assistance as needed.

1 “(4) LIMITATION.—Not more than 2 percent of
2 the funds appropriated for any fiscal year under sec-
3 tion 174(d) may be used for expenses associated
4 with carrying out this subsection.

5 “(d) REPORTS.—

6 “(1) IN GENERAL.—Not later than August 1
7 following each program year for which amounts are
8 made available to carry out this section, the Sec-
9 retary of Labor shall submit to the Committee on
10 Education and the Workforce of the House of Rep-
11 resentatives and the Committee on Health, Edu-
12 cation, Labor, and Pensions of the Senate, a report
13 that details the progress made under this section in
14 establishing Urban Jobs Programs through national
15 intermediaries.

16 “(2) INAPPLICABILITY OF SECTION 172.—The
17 program shall not be subject to evaluations required
18 under section 172.

19 “(e) NATIONAL JOBS COUNCIL ADVISORY COM-
20 MITTEE.—

21 “(1) ESTABLISHMENT.—The Secretary of
22 Labor shall establish a committee to be known as
23 the National Jobs Council Advisory Committee (re-
24 ferred to in this subsection as the ‘Committee’).

1 “(2) MEMBERSHIP.—The Committee shall be
2 comprised of 11 members, appointed by the Sec-
3 retary, consisting of—

4 “(A) 3 individuals from the private sector,
5 who are senior human resources or diversity
6 employees with national or regional responsibil-
7 ities, and who have experience in oversight that
8 includes hiring, employee training, or overseeing
9 employee relations;

10 “(B) 5 representatives of employers in
11 high-impact, high-growth industries, as defined
12 by the Secretary;

13 “(C) 1 national intermediary staff member;
14 and

15 “(D) 2 representatives from the Depart-
16 ment of Labor.

17 “(3) PERIOD OF APPOINTMENT; VACANCIES.—
18 Members shall be appointed for the life of the Com-
19 mittee. Any vacancy in the Committee shall not af-
20 fect the powers of the Committee, but shall be filled
21 in the same manner as the original appointment was
22 made.

23 “(4) DUTIES.—

1 “(A) ANALYSIS.—The Committee shall
2 analyze, and prepare recommendations for the
3 Secretary concerning—

4 “(i) the design and operation of the
5 program carried out under this section;

6 “(ii) long-term strategic priorities for
7 the program; and

8 “(iii) the formulation and application
9 of guidelines related to activities carried
10 out under the program.

11 “(B) REPORTS.—The Committee shall pre-
12 pare and submit to the Secretary periodic re-
13 ports containing the recommendations described
14 in subparagraph (A).

15 “(5) PERSONNEL.—

16 “(A) TRAVEL EXPENSES.—The members
17 of the Committee shall not receive compensa-
18 tion for the performance of services for the
19 Committee, but shall be allowed travel expenses,
20 including per diem in lieu of subsistence, at
21 rates authorized for employees of agencies
22 under subchapter I of chapter 57 of title 5,
23 United States Code, while away from their
24 homes or regular places of business in the per-
25 formance of services for the Committee. Not-

1 withstanding section 1342 of title 31, United
2 States Code, the Secretary may accept the vol-
3 untary and uncompensated services of members
4 of the Committee.

5 “(B) DETAIL OF GOVERNMENT EMPLOY-
6 EES.—Any Federal Government employee may
7 be detailed to the Committee without reim-
8 bursement, and such detail shall be without
9 interruption or loss of civil service status or
10 privilege.

11 “(6) PERMANENT COMMITTEE.—Section 14 of
12 the Federal Advisory Committee Act (5 U.S.C.
13 App.) shall not apply to the Committee.

14 “(f) SENSE OF CONGRESS REGARDING LOCAL ADVI-
15 SORY COMMITTEES.—It is the sense of Congress that—

16 “(1) a community-based affiliate receiving fund-
17 ing under this section should establish a local jobs
18 council advisory committee to aid in establishing
19 support from the local community for and guiding
20 the local implementation of the program; and

21 “(2) not less than $\frac{1}{3}$ of the members the com-
22 mittee should be employers in high-impact, high-
23 growth industries in the locality.”.

1 (b) FUNDING.—Section 174 of the Workforce Invest-
2 ment Act of 1998 (29 U.S.C. 2919) is amended by adding
3 at the end the following:

4 “(d) URBAN JOBS PROGRAMS.—There is authorized
5 to be appropriated to carry out section 173B—

6 “(1) \$20,000,000 for fiscal year 2012;

7 “(2) \$30,000,000 for fiscal year 2013;

8 “(3) \$40,000,000 for fiscal year 2014;

9 “(4) \$50,000,000 for fiscal year 2015; and

10 “(5) \$60,000,000 for fiscal year 2016.”.

11 (c) CONFORMING AMENDMENT.—The table of con-
12 tents in section 1(b) of the Workforce Investment Act of
13 1998 is amended—

14 (1) by inserting a period at the end of the item
15 relating to section 173A; and

16 (2) by inserting after the item relating to sec-
17 tion 173A the following:

“Sec. 173B. Urban jobs programs.”.

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