

NLWJC - Kagan

DPC - Box 062 - Folder-003

Welfare-Government Hiring [4]

ROUTING AND TRANSMITTAL SLIP

Date 2/19/97

WR - for hiring

TO: (Name, office symbol, room number, building, Agency/Post)		Initials	Date
1.	Bruce Reed, Assistant to the President		
2.	for Domestic Policy		
3.			
4.			
5.			

Action	File	Note and Return
Approval	For Clearance	Per Conversation
As Requested	For Correction	Prepare Reply
Circulate	For Your Information	See Me
Comment	Investigate	Signature
Coordination	Justify	

REMARKS

~~WR~~ EKE/LYN -

P.S. Look at DOT's ideas in its Priorities report on W-to-work. -BR

This needs work, but we've got to get something done soon. I like the Internet deal, the Exec. Order on a new hiring track (I think), something w/the agencies on transportation or child care.

Do wage subsidies from states work in fed. agencies?

POTS wants us to do this ASAP. Let me know. -BR

FROM: (Name, org. symbol, Agency/Post)

James B. King, Director

Phone No.

606-1000

5041-102

☆ U.S.G.P.O.: 1994 300-891/80023

OPTIONAL FORM 41 (Rev. 7-76)
Prescribed by GSA
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UNITED STATES
OFFICE OF PERSONNEL MANAGEMENT
WASHINGTON, DC 20415-0001

OFFICE OF THE DIRECTOR

FEB 19 1997

MEMORANDUM FOR BRUCE REED
ASSISTANT TO THE PRESIDENT
FOR DOMESTIC POLICY
THE WHITE HOUSE

FROM: JAMES B. KING 
DIRECTOR
U.S. OFFICE OF PERSONNEL MANAGEMENT

SUBJECT: Welfare-to-Work Options

As a follow-up to our phone conversation, attached is an options paper outlining steps the Federal government can take to set a good example and help people move from welfare to work.

We have suggested a number of options including:

- Expand use of existing Federal hiring programs designed to attract low-skilled individuals, such as Worker-Trainee appointments.
- Create a new hiring avenue specifically targeted to individuals receiving public assistance.
- Increase availability of child care and possibly subsidize part of the cost.
- Increase awareness of Federal job opportunities through a range of publicity avenues.
- Deliver career counseling through *USACareers*, a new Internet Web site which OPM will launch in March 1997.
- Locate Federal agencies in areas affording ready access to public transportation.

We have also included some statistics about current Federal hiring trends which might be helpful. They depict the most popular occupations for new hires, employment trends in selected metropolitan areas, and the number of new hires by work status and occupational category in FY 1996.

Since you and I talked, we have been contacted by a reporter from *USA Today* who is working on a story about the Federal government's efforts in the welfare-to-work initiative. When you are ready to roll out this effort, OPM would be pleased to work with the reporter on national publicity.

Please let me know if you need any additional information or further explanation about what we have provided. Feel free to contact me or my Chief of Staff, Janice Lachance. Both of us can be reached at (202) 606-1000.

Attachments

U.S. OFFICE OF PERSONNEL MANAGEMENT

WELFARE-TO-WORK PROGRAM OPTIONS

Increase Publicity of Federal Job Opportunities

- ◆ Initiate a publicity campaign to inform both welfare recipients and social service providers of the information provided through the Federal Employment Information Highway, including the latest worldwide job openings, full job descriptions and skills requirements, access to application materials and on-line application, and information on a wide variety of Federal employment-related topics and programs. In addition, publicize this initiative to both Federal managers and personnelists. (A number of the following proposals have significant costs associated with them, and no current funding.)
 - Utilize TV/Ad Council for public service messages.
 - Direct mail to welfare recipients.
 - Direct mail to service providers including State Employment Service Offices and welfare offices, with the focus on simple training to fully use the Highway.
 - Use Federal Executive Boards (FEBs) and Federal Executive Associations (FEAs) across to country to help publicize this initiative, to foster partnerships with State welfare agencies, and to generate innovative hiring approaches.
 - Satellite broadcasts for Federal managers/human resources managers.
 - Satellite broadcasts for welfare job counselors/welfare recipients.
 - Help train welfare job counselors on how to use the Internet to increase access to **USAJOBS**, OPM's employment information Homepage.

- ◆ Expand access points to the Federal Employment Information Highway. Strategically place employment and job information computer *kiosks* at state employment or welfare offices. (Significant funding implications if the Federal government provides. Cost per unit is \$10,600, and there is an annual maintenance fee of \$3,000.)

- ◆ Implement ***Hiring Outlook***, an electronic information system designed to provide a realistic market analysis of the types of occupations the Federal government is recruiting for and what skills are needed by candidates to be competitive for jobs in the Federal sector. Include information on all different types of appointments as well as both permanent and temporary employment opportunities. (Scheduled to go on-line by September 1997.)

- ◆ Promote student employment, both paid and unpaid. Require agencies to post all student employment opportunities, whether paid or unpaid, in OPM's electronic job information system.
- ◆ Expand the Federal Jobs Database by requiring the posting of all Federal government jobs. (Currently, there is no requirement to post excepted service, legislative branch, or judicial branch positions. A change would require legislation.)
- ◆ Continue and expand posting of State, local, and municipal government jobs. Solicit support and help from organizations such as the U.S. Conference of Mayors, the League of Cities, and the National Association of Counties.

Assess "Readiness for Work" - Unveil Innovative Products

- ◆ Design, develop, and implement a computer-based job matching system which would match identified skills with job vacancies and provide information to job seeker. Employers would utilize a skills bank to find potential employees. (Coordinate with the Department of Labor-significant funding implications.)
- ◆ Deliver career counseling through *USACareers*, a new Internet web site currently under development by OPM's Employment Service. Scheduled to go on-line in March 1997, it will provide an interactive computer-based approach to help individuals to learn more about their skills and abilities and providing an integrated approach for identifying work-related skills and career interests, as well as develop training plans for welfare recipients to get the skills and aptitudes needed for Federal employment.

Utilize Targeted Hiring Options

◆ INCREASE USE OF EXISTING PROGRAMS

Worker-Trainee

Program was designed to attract very low-skilled persons into the Federal workforce. It is a quick and easy way to hire individuals into trainee-type positions where needed training in basic skills and developmental experiences are offered. Program has been in place since 1968 but is currently not widely utilized. Provisions of the program include the following:

- May hire at grades GS-1, WG-1 or WG-2, or equivalent.
- May promote to grades GS-3, WG-4, or equivalent.
- Initial appointment is a term-like appointment.
- After 3 years, may convert to career status.

Student Educational Employment Program

The Federal Student Educational Employment Program includes two components: the ***career experience program*** that provides career-related work experience that may lead to permanent employment in the Federal Government; and the ***student temporary program*** that provides temporary work experience in a variety of areas. Provisions include the following:

- Open to all students: high school, undergraduate, graduate, and vocational/technical.
- Hire at grades GS-2 to GS-4.
- Flexible schedule of work assignments.
- Under the career experience program, may include tuition assistance from hiring agency.
- Under the career experience program, may be converted to a career-conditional or career appointment after completing program requirements.

◆ **CREATE NEW FEDERAL HIRING OPTIONS**

New Excepted Service Hiring Authority for Welfare-to-Work Eligibles (OPM can create)

- Indefinite appointment with conversion eligibility to the competitive service.
- Certification of persons by State or local government.
- Conversion after 2 years of satisfactory performance. (**requires an Executive Order**)
- No limitations on appointment grade level.
- Training/education requirement after entry.
- Peer counselor/mentor program advised.
- Tuition assistance option.

Volunteer Program (**Requires legislation**)

- Encourage agencies to host candidate(s) to gain work experience.
- Partner with Dept. of Labor and other agencies who provide host arrangements.

Other Issues that Impact on Employment

◆ **Availability and Cost of Day Care**

- Encourage establishment of more agency-sponsored child care centers (requires agency commitment and often GSA coordination and approval).
- Allow non-DoD agencies to more fully subsidize child care centers as DoD agencies are allowed under the ***Military Child Care Act of 1989*** (requires legislation and appropriations).

- Further encourage agencies to provide resource and referral services to their employees.
- Promote the use of alternative funding methods by Federal child care centers.
- Provide direct subsidies to employees for child care expenses (as currently available for mass transit use)--could be restricted based on financial considerations. (requires legislation).

◆ **Availability of Affordable Transportation**

- Publicize the *Fare Subsidy Program* which allows Federal agencies to subsidize the cost of public transportation in areas where State and local programs exist and encourage its use.
- New E.O. further encouraging Federal agencies to locate in locations affording ready access to public transportation.

◆ **Availability of Health Insurance**

- Permit Federal employees hired on a temporary basis to immediately participate in the Federal Employees Health Benefits (FEHB) program. (****Requires legislation****). Currently, temporary employees must be employed for 1 year before they are eligible to enroll in the FEHB. This proposal would not change the requirement that temporary employees pay the full health insurance premium (government and employee contributions).

Model Performance-Based Organization (PBO) Bill

- ◆ Include a provision in the model PBO bill that would require PBO candidate organizations to give employment consideration and/or priority to individuals currently receiving welfare.

Other Possible Incentives for Agencies to Hire People Off Welfare

- ◆ Pass back some of the savings for taking someone off the welfare rolls to the hiring agency.
- ◆ Presidential recognition of Federal agencies that make the greatest strives to hire people off welfare.
- ◆ "Finders Fee" for hiring matches.
- ◆ Federal agencies set hiring goals.
- ◆ Cabinet Secretaries report monthly to the White House on progress.

Hiring Trends in the Federal Government *

- Of the 200,915 new hires in FY-1996, 142,517 (71%) were for temporary jobs.

MOST POPULAR OCCUPATIONS FOR FEDERAL NEW HIRES IN FY 1996

<i>Permanent</i>		<i>Temporary</i>	
Data Transcriber	(5,965)	Misc. Clerk & Assistant	(15,705)
Mail & File	(1,700)	Forestry Technician	(9,164)
Corrections Officer	(1,637)	Medical Officer	(7,405)
Misc. Clerk & Assistant	(1,602)	Office Automation Clerical & Assistant	(7,376)
Secretary	(1,553)	Laborer	(7,122)

METROPOLITAN AREAS WITH MOST WHITE COLLAR FEDERAL HIRES IN FY 1996 (PERMANENT AND NON-PERMANENT)

Washington, DC	(16,721)
Philadelphia, PA	(3,860)
Atlanta, GA	(3,481)
Kansas City, MO	(2,884)
San Diego, CA	(2,942)
New York, NY	(2,754)
San Antonio, TX	(2,732)
LA/Long Beach, CA	(2,159)

* Data does not include the U.S. Postal Service, Postal Rate Commission, Central Intelligence Agency, National Security Agency, Federal Bureau of Investigation, Tennessee Valley Authority, White House Office, Office of the Vice President, Board of Governors of the Federal Reserve System, Defense Intelligence Agency, Commissioned Corps employees, the Judicial Branch, and the Legislative Branch (except for the Government Printing Office, U.S. Tax Court, and selected commissions).

**NEW HIRES BY SELECTED MSA
GENERAL SCHEDULE AND RELATED PAY PLANS
AND WAGE SYSTEM
FY 1996**

	PERMANENT	NON-PERMANENT	TOTAL
ATLANTA			
Clerical	626	1,059	1,685
Technical	108	482	590
Administrative	125	382	507
Professional	194	267	461
Other White Collar	47	13	60
Blue Collar	61	117	178
ALL	1,161	2,320	3,481
BALTIMORE			
Clerical	73	509	582
Technical	107	211	318
Administrative	175	42	217
Professional	77	27	104
Other White Collar	59	20	79
Blue Collar	39	220	259
ALL	530	1,029	1,559
BOSTON			
Clerical	88	416	504
Technical	58	287	345
Administrative	82	69	151
Professional	82	92	174
Other White Collar	35	45	80
Blue Collar	32	238	270
ALL	377	1,147	1,524
CHICAGO			
Clerical	168	329	497
Technical	129	154	283
Administrative	166	93	259
Professional	113	29	142
Other White Collar	46	40	86
Blue Collar	89	148	237
ALL	711	793	1,504
DALLAS			
Clerical	111	113	224
Technical	101	89	190
Administrative	75	55	130
Professional	61	25	86
Other White Collar	28	10	38
Blue Collar	27	77	104
ALL	403	369	772

**NEW HIRES BY SELECTED MSA
GENERAL SCHEDULE AND RELATED PAY PLANS
AND WAGE SYSTEM
FY 1996**

	PERMANENT	NON-PERMANENT	TOTAL
DAYTON-SPRINGFIELD			
Clerical	64	214	278
Technical	59	102	161
Administrative	17	28	45
Professional	32	31	63
Other White Collar	10	24	34
Blue Collar	24	225	249
ALL	206	624	830
DENVER			
Clerical	78	338	416
Technical	97	231	328
Administrative	54	63	117
Professional	62	84	146
Other White Collar	50	30	80
Blue Collar	55	116	171
ALL	396	862	1,258
KANSAS CITY			
Clerical	1,854	490	2,344
Technical	102	65	167
Administrative	49	24	73
Professional	49	11	60
Other White Collar	48	10	58
Blue Collar	8	174	182
ALL	2,110	774	2,884
LOS ANGELES-LONG BEACH			
Clerical	116	500	616
Technical	123	344	467
Administrative	265	252	517
Professional	89	108	197
Other White Collar	61	54	115
Blue Collar	60	187	247
ALL	714	1,445	2,159
NEW YORK			
Clerical	230	887	1,117
Technical	147	242	389
Administrative	369	195	564
Professional	74	108	182
Other White Collar	155	83	238
Blue Collar	31	233	264
ALL	1,006	1,748	2,754

**NEW HIRES BY SELECTED MSA
GENERAL SCHEDULE AND RELATED PAY PLANS
AND WAGE SYSTEM
FY 1996**

	PERMANENT	NON-PERMANENT	TOTAL
NORFOLK-VA BEACH-NEWPORT NEWS			
Clerical	72	369	441
Technical	115	194	309
Administrative	116	29	145
Professional	97	24	121
Other White Collar	73	6	79
Blue Collar	106	117	223
ALL	579	739	1,318
PHILADELPHIA			
Clerical	1,343	1,476	2,819
Technical	121	157	278
Administrative	112	43	155
Professional	94	69	163
Other White Collar	75	24	99
Blue Collar	71	275	346
ALL	1,816	2,044	3,860
ST. LOUIS			
Clerical	214	375	589
Technical	90	92	182
Administrative	80	18	98
Professional	50	26	76
Other White Collar	25	5	30
Blue Collar	42	109	151
ALL	501	625	1,126
SALT LAKE CITY-OGDEN			
Clerical	813	650	1,463
Technical	40	221	261
Administrative	27	17	44
Professional	24	21	45
Other White Collar	8	7	15
Blue Collar	48	212	260
ALL	960	1,128	2,088
SAN ANTONIO			
Clerical	178	873	1,051
Technical	83	414	497
Administrative	115	90	205
Professional	116	70	186
Other White Collar	65	22	87
Blue Collar	148	558	706
ALL	705	2,027	2,732

**NEW HIRES BY SELECTED MSA
GENERAL SCHEDULE AND RELATED PAY PLANS
AND WAGE SYSTEM
FY 1996**

	PERMANENT	NON-PERMANENT	TOTAL
SAN DIEGO			
Clerical	215	280	495
Technical	240	323	563
Administrative	358	77	435
Professional	109	84	193
Other White Collar	774	77	851
Blue Collar	182	223	405
ALL	1,878	1,064	2,942
SAN FRANCISCO			
Clerical	81	251	332
Technical	31	133	164
Administrative	108	102	210
Professional	49	72	121
Other White Collar	5	18	23
Blue Collar	34	83	117
ALL	308	659	967
SEATTLE-BELLEVUE-EVERETT			
Clerical	164	239	403
Technical	225	225	450
Administrative	49	43	92
Professional	45	44	89
Other White Collar	10	21	31
Blue Collar	17	118	135
ALL	510	690	1,200
WASHINGTON			
Clerical	1,031	5,763	6,794
Technical	530	1,544	2,074
Administrative	1,478	1,456	2,934
Professional	2,205	1,147	3,352
Other White Collar	496	182	678
Blue Collar	253	636	889
ALL	5,993	10,728	16,721

Source: Central Personnel Data File

**Five Most Frequent Occupations Among New Hires
Professional Series**

STATUS	Code	Occupation Name	Count	Percent
Permanent	0610	Nurse	1,301	13.21
	0602	Medical Officer	1,163	11.81
	0905	General Attorney	711	7.22
	0855	Electronics Engineering	639	6.49
	1701	General Education & Training	415	4.21
Temporary	0602	Medical Officer	7,405	31.91
	1701	General Education & Training	3,666	15.80
	0610	Nurse	2,265	9.76
	1710	Education & Vocational Training	1,119	4.82
	0180	Psychology	781	3.37

**Five Most Frequent Occupations Among New Hires
Administrative Series**

STATUS	Code	Occupation Name	Count	Percent
Permanent	1816	Immigration Inspection	894	9.74
	0334	Computer Specialist	819	8.93
	0301	Miscellaneous Administration & Program	808	8.81
	1811	Criminal Investigating	777	8.47
	1890	Customs Inspection	510	5.56
Temporary	0301	Miscellaneous Administration & Program	6,159	46.72
	0025	Park Ranger	1,384	10.50
	1165	Loan Specialist	588	4.46
	1801	General Inspection, Investigation & Compliance	546	4.14
	1712	Training Instruction	487	3.69

Five Most Frequent Occupations Among New Hires
Technical Series

STATUS	Code	Occupation Name	Count	Percent
Permanent	0962	Contact Representative	1,091	12.18
	0525	Accounting Technician	743	8.29
	1702	Education & Training Technician	672	7.50
	0856	Electronics Technician	538	6.00
	0621	Nursing Assistant	480	5.36
Temporary	0462	Forestry Technician	9,164	27.05
	0404	Biological Science Technician	3,959	11.69
	0189	Recreation Aid & Assistant	2,792	8.24
	1702	Education & Training Technician	1,958	5.78
	0025	Park Ranger	1,835	5.42

Five Most Frequent Occupations Among New Hires
Clerical Series

STATUS	Code	Occupation Name	Count	Percent
Permanent	0356	Data Transcriber	5,965	33.40
	0305	Mail & File	1,700	9.52
	0303	Miscellaneous Clerk & Assistant	1,602	8.97
	0318	Secretary	1,553	8.70
	0592	Tax Examining	1,317	7.37
Temporary	0303	Miscellaneous Clerk & Assistant	15,705	39.44
	0326	Office Automation Clerical & Assistant	7,376	18.52
	0305	Mail & File	3,681	9.24
	0322	Clerk-typist	2,326	5.84
	0318	Secretary	1,881	4.72

Five Most Frequent Occupations Among New Hires
Other White Collar Series

STATUS	Code	Occupation Name	Count	Percent
Permanent	0007	Correction Officer	1,637	27.40
	1896	Border Patrol Agent	1,331	22.28
	0083	Police	688	11.51
	0399	Administration & Office Support Student Trainee	490	8.20
	0899	Engineering & Architectural Trainee	419	7.01
Temporary	0699	Medical & Health Student Trainee	621	24.27
	0081	Fire Protection & Prevention	465	18.17
	0085	Security Guard	345	13.48
	0083	Police	313	12.23
	0399	Administration & Office Support Student Trainee	167	6.53

**Five Most Frequent Occupations Among New Hires
Blue Collar Series**

STATUS	Code	Occupation Name	Count	Percent
Permanent	7408	Food Service Worker	653	11.18
	3566	Custodial Worker	437	7.48
	8852	Aircraft Mechanic	327	5.60
	6907	Material Handler	265	4.54
	4749	Maintenance Mechanic	259	4.44
Temporary	3502	Laboring	7,122	28.41
	7408	Food Service Worker	2,113	8.43
	4749	Maintenance Mechanic	1,401	5.59
	3501	Miscellaneous General Services & Support Work	1,070	4.27
	3566	Custodial Worker	1,038	4.14

We would like to ask w/ you + ^{or} additional
the states to include ~~these~~ ~~additional~~
~~established~~ changes in this ~~technical~~
packages. The first one

st/country

- New hiring across
- Techic staff -
- Publicity - es
- Financial incentives??
- Moral incentives
- Services - c.c./transport

FY96 NEW HIRES BY PATCO

	STATUS							
	PERMANENT		TEMPORARY		UNSPECIFIED		ALL	
	NEW HIRES		NEW HIRES		NEW HIRES		NEW HIRES	
	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT	COUNT	PERCENT
PATCO								
PROFESSIONAL	9.847	17.08	23.205	16.28	295	40.03	33.347	16.60
ADMINISTRATIVE	9.174	15.91	13.182	9.25	83	11.26	22.439	11.17
TECHNICAL	8.961	15.54	33.877	23.77	60	8.14	42.898	21.35
CLERICAL	17.860	30.97	39.821	27.94	126	17.10	57.807	28.77
OTHER W/C	5.975	10.36	2.559	1.80	40	5.43	8.574	4.27
BLUE COLLAR	5.839	10.13	25.065	17.59	130	17.64	31.034	15.45
UNSPECIFIED	5	0.01*	4.808	3.37	3	0.41	4.816	2.40
ALL	57.661	100.00	142.517	100.00	737	100.00	200.915	100.00

* Most of the unspecifieds in this column were reported under an outdated occupation code and belong in the OTHER W/C PATCO category.

March 5 Welfare Mtg

FILE: WR - gov hiring

Summer prog

Also computer service

GS1 - 15

- Term appointing auth - up to 4 yrs

Very low 17(??)

GS2

- Worker-Trainee Student Emp Prog

ag. - can pay for it

Ek - Where are the places that can do this?

Some more than others can do this

Survey the sys - can you find direct \$s tell us how many you can hire

Plan for outreach

develop funding plan including outreach

tell Pres within 30 days - using these hiring auth - where they'll be able to hire welfare recipients

don't create

work w/ state emp offices

how already send all emp offices service

Plan for training

membership as well

hold acc'table - monthly reports

vacancies

employee retentions

OPM best practices guide to 205 retention

FEBs/FEAs

Are these
reports - e.g.'s
of FEBs doing
This

Do both directives

To The Dept's
w/ing thru The
FEBs.

Get a little competition - going here -
w/ly w/ Pres - cabinet.
Thank's great.

Success as much
in recruiting +
outreach

WAGE SUPP PROGRAM

potential to
be explosive w/
displaced w/ers

objections from
vets// displaced
w/ers.

Recreation & food service
jobs program

Who's the population?

TANF?

or also 18-50s?

Transport - remind p. That they have
this authority -

don't mandate

encourage use

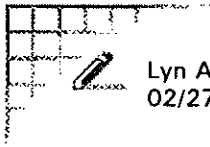
flexib. in terms of who vials

ETC -
who is it to?

child care -

also -
in coop w/
FEBS

GSA - admin chl
care program
etc. referral services



Lyn A. Hogan
02/27/97 10:52:12 AM

Record Type: Record

To: Elena Kagan/OPD/EOP

cc:

Subject: Re: OPM proposal 

Around the work supp, I'm not sure if there are labor issues so I asked OPM to check it out. The labor lawyer was not in yesterday, so he/she? will look at this morning. There may be no issue at all.

Also, on the new version, note that I added two additional ideas: under Make Work Pay I added the EITC piece (see paper). The Feds aren't doing it now and should be. It's a good and very easy thing to do.

Second, under the incentives section, I added preference to those competing for government contracts who have hired welfare recipients. Similar programs exist now: HUD construction contractors are currently required, to the extent possible, to hire low-income individuals to work on the construction projects and Government contracts are also given preferentially to minority-owned businesses. I have a call into GSA to explore this.

Ask Lyn

K preference?

legislati - - does ag. get now + pass on?
or not get at all?

Child care

Does this

to allow
DOT by - direct c. subsidies on
sliding scale basis

But only DOT

Other ways - e.g. cover overhead costs
for child care ctrs on Fed site

Cost
pick up method.

entire pay bill -

Transport

opt - for all purchased
direct subs. into paycheck
not sliding scale.

Does anyone
do?

Not many

Would you need leg to
make it a sliding scale??

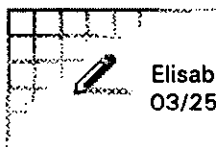
Financial ince
- wage mpp

POS of \$

If a cert 70 age
in with recipe

We subs

WR - govt hiring



Elisabeth Stock @ OVP
03/25/97 10:07:42 AM

Record Type: Record

To: mastrand @ opm.gov @ INET, Kogut_R @ a1.eop.gov @ INET, Lyn A. Hogan/OPD/EOP
cc: susan.valaskovic @ npr.gsa.gov @ INET, stephen.butterfield @ npr.gsa.gov @ INET
Subject: FINAL DRAFT VERSION OF Q&As

Below is the version of Q&As that got passed out this morning at the chiefs of staff meeting:

DRAFT WELFARE TO WORK INITIATIVE Q & As

FINANCING THIS INITIATIVE

Q: How much will this effort cost?

A: All personnel offices conduct recruitment and outreach as part of their normal activities and build in these necessary activities as part of their normal budgets. Essentially, we are expecting agencies to make this a priority within their existing budgets.

Q: Is there training money to be tapped for this program?

A: Special training should be funded from an agency's existing resources. You are urged to connect with your local U.S. Department of Labor, Job Training and Partnership Act (JTPA) system because they are already training welfare recipients.

HIRING CHARACTERISTICS

Q: Does the President have specific hiring figures in mind?

A: No. The directive asks agency and department heads to each prepare an individualized plan for hiring welfare recipients that will include a survey of where jobs exist within the agency. Until these surveys are conducted, there is not a sufficient basis for hiring at target numbers. Agencies may decide that numbers, at this early stage of the process, are essentially arbitrary. This is fine.

Q: Are we talking about jobs in Washington, D.C.?

A: We are talking about jobs all over the country. More than 85 percent of federal jobs are located outside the Washington metropolitan area.

Q: Can our plan cover hiring in only some parts of the agency.

A: Yes. If your survey tells you that some parts of your agency will be precluded by mission or fund availability from any hiring, just indicate in your plan that you surveyed the entire agency and report those areas where hiring can take place.

Q: How are you going to hire welfare recipients at a time government is downsizing and budgets are tough?

A: In just this last fiscal year, the Federal government hired about 58,000 permanent employees and about 140,000 temporary employees. Many of these were for lower level jobs. Recently, only a few of these positions have been filled through the Worker-Trainee Program -- in FY 1996, only 120. But in June 1969, one year after the Worker Trainee program became operational, 7,000 placements were made across the country.

Q: What hiring authorities are currently available to enable agencies to meet their goals?

A: There are a number of authorities both competitive and excepted that may be appropriate for use in this effort. Agencies are reminded that positions of guards, custodians, elevator operators, and messengers are reserved for the employment of veterans under title 5 U.S.C. 3310. Other positions may be reserved under statutes that apply to specific agencies. Please also be mindful of these.

Because the Worker-Trainee program has been identified as an appropriate hiring mechanism for this effort, we are providing more detailed information in this forum about that program. The appointing authority for the Worker-Trainee program is the temporary appointment pending establishment of a register (TAPER) authority.

Q: Will agencies receive FTE ceiling exemption?

A: The Office of Management and Budget (OMB) has reminded agencies that, because of the successful downsizing already accomplished, agencies should not be constrained by any FTE limitations in order to participate in this program. The only exception to this general guidance is to agencies offering "buyouts" to employees under the FY 1997 omnibus appropriations act who must reduce their total FTE usage by the end of FY 1998 by one for each buyout that is paid. OMB has said that agencies that have dollar resources

and program flexibility to fund welfare-to-work hires should allow their managers to do so regardless of Internal FTE controls that may have been imposed

HELPING WELFARE RECIPIENTS WITHOUT CREATING HIRING PREFERENCES

Q: Aren't you favoring welfare recipients over everyone else?

A: We are continuing to use our regular hiring procedures. We are encouraging the departments to use an existing hiring authority that allows departments to cut through red tape and hire entry-level workers quickly and easily. We are also encouraging outreach efforts. This is the same commitment that the President has asked of the private sector.

Q: Why are we specifically helping welfare recipients rather than other poor people?

A: We make no apologies about the fact that we are asking the agencies to hire welfare recipients [adult or teen (under age 19) heads of households on Temporary Assistance for Needy Families (TANF) administered by a State under the Federal block grant, Aid to Families with Dependent Children (AFDC) or a Tribal Temporary Assistance for Needy Families program administered by an eligible Indian Tribe]. These are the people whom it is most crucial to reach and put on the track of work. We want to help these families move from dependence on welfare to independence through self-sufficiency.

Q: Did you decide not to create a new hiring track because of pressure from the Veteran's groups and unions?

A: No. We decided not to create a new hiring track because it was not needed. A program already existed, which, if revitalized would do the job. Creating a new program would only add unnecessary complications.

Q: Should we drop our summer Youth Program in Washington, D.C. and other cities so supervisors can concentrate on hiring welfare recipients?

A: Absolutely not. We understand it will take some time to create all the linkages needed with the welfare structure. In parts of your agency where there are major summer youth placements, we will expect the welfare hires to begin in August and September. The summer youth program in every community is major commitment to our country's youth and must be honored this year and in the years to follow.

THE WHITE HOUSE DOING ITS SHARE

Q: Will the White House directly hire welfare recipients?

A: Absolutely, Office of Administration, which handles management and administration for the White House, is working hard to put together a program at the White House. They are looking at Marriott's hiring program for welfare recipients and the job placement and support organization America Works, as well as others, as possible models for a White House hiring plan.

Q: How many welfare recipients will the White House hire?

A: Just as the Federal agencies need to survey hiring capacity and types of jobs available, so does the White House. But the Office of Administration of the Executive Office of the President is putting a program together and will report to the President, just as will other departments and agencies.

SPECIFIC IMPLEMENTATION QUESTIONS

CABINET MEETING:

Q: What is the date of the Cabinet meeting?

A: We will ask agencies to submit their plans to NPR by April 7. We expect the Cabinet Meeting will be held on April 10.

COUNTING WELFARE HIRES

Q: How are you going to count these hires?

A: Agencies will report to OPM monthly based on each new hire's self designation.

Q: Can we count anyone in addition to TANF recipients?

A: For the purpose of responding to this directive, the only new hires that we will count are adults or teen heads of households receiving assistance under: the Temporary Assistance for Needy Families (TANF) program, Aid to Families with Dependent Children (AFDC) or Tribal Temporary Assistance for Needy Families program administered by an eligible Indian tribe.

Q: How will agencies ensure selection from among the target population?

A: The most feasible way to attract viable candidates is to describe accurately and succinctly the nature of the work and the minimum qualifications needed to apply in the vacancy announcement for the position

being filled, and to make sure all local agencies and programs serving welfare recipients know about all Federal vacancies.

Q: Will competition be required to fill vacancies under this program?

A: Agencies may use discretion in determining how they can best fill positions given the qualifications of welfare recipients. The attachments to this document describe many of them. Agencies should consider all existing competitive and excepted service hiring authorities that may be appropriate. All requirements associated with any given authority continue to apply. Hiring of Worker-Trainees under the TAPER authority is accomplished through 5 CFI part 333 procedures which describe the application of "outside the register" procedures and does not require rating and ranking of applicants other than priority referral under career transition assistance regulations and veterans preference.

Q: Can we encourage our contractors to hire welfare recipients?

A: Yes. NPR has arranged for a small working group to begin discussing ways in which the President's welfare to work initiative can be furthered through government contracting. Agencies are encouraged to submit the numbers of welfare recipients hired by contractors as well as by direct hire. These two numbers will be kept separately for the purposes of responding to this directive.

Q: Will there be standard language for all government contracts provided?

A: The entire issue of requirements, incentives or other approaches to government contractors is being developed and guidance will be forthcoming in the next two weeks.

SUBMITTING PLANS

Q: Do we send our plans directly to the White House?

A: No. Enter your plans on NPR's interactive website. Contact Stephen Butterfield at (202) 632-0321 (or stephen.butterfield@npr.gsa.gov) for an account and password if you are responsible for submitting your agency's plan. You can also send a hard copy addressed to Susan Valaskovic at NPR, 750 17th St. N.W., Washington, D.C. 20006.

Q: We are not a cabinet level agency. How do we submit our plan to the President?

A: The President has designated Vice President Gore to oversee this

Presidential initiative. Please submit your plans to the National Performance Review in electronic format as noted above. You can also send a hard copy to the address noted above.

OVERSIGHT

Q: Will there be oversight?

A: The National Performance Review will review your plans and monthly reports and keep the Vice President informed. As the program progresses over the next few months, NPR will be sharing creative ideas, best practices and challenges with all the agencies.

CONTINUING EFFORT

Q: Is this the final step?

A: No. This is a first step -- though a significant one. Agencies will begin working right away to identify available jobs, reach out to welfare recipients through the welfare structure, notify them of those jobs, and fully use the existing programs to help recipients take and keep the jobs. We are asking that all federal agencies in a given geographic location approach the state and local groups collectively to minimize the burden on those groups. Where Federal Executive Boards and Federal Executive Associations exist, they will take the lead in organizing initial meetings. In Washington, D.C., OPM and the Interagency Advisory Group of federal personnel directors (IAG) will take the lead in contacting Virginia, Maryland and the District of Columbia.

THE WORKER-TRAINEE PROGRAM AND TAPER

Q: The proposed regulations on Temporary and Term Employment, 5 CFR Part 316 published in the Federal Register on September 9, 1996, proposed to eliminate the authority for temporary appointments pending the establishment of a register (TAPER), which includes Worker-Trainee appointments. Does this have an effect on agencies' ability to continue to use this authority?

A: No. Because of this Presidential initiative, which lends itself to the use of Worker-Trainee appointments, the final regulations on Temporary and Term Employment, 5 CFR Part 316 will not include the previous proposal to eliminate the TAPER authority.

Q: Why are TAPER appointments being used when it is unlikely that registers will be established for recruitment of Worker-Trainees?

A: As a result of delegated examining to agencies, there is no longer a need for central registers, and OPM does not expect to recreate them. Because of the availability and ease in using this authority it was decided to continue its use. As we gain more experience in hiring worker-trainees under this initiative, we will reassess with agencies to determine if the use of the TAPER authority should be continued.

Q: Will there be a new appointing authority in the excepted service for Worker Trainee jobs?

A: At this time no new authority is planned; however, OPM will continue to monitor and evaluate the use of the Worker-Trainee and other current authorities to determine if another authority or modification of the Worker-Trainee authority would be appropriate.

Q: How are Worker-Trainee candidates evaluated to determine who is to be hired?

A: Worker-trainee jobs are those jobs in which the incumbent performs simple tasks and is given the opportunity to learn good work habits and marketable work skills. These jobs are aimed at unskilled workers to be hired in GS-1, and WG-1 and WG-2 positions. As such, only a very simple screening process is needed to identify those to be hired.

Therefore, it is imperative that the requirements on the job announcement be brief and simple, explaining that the trainee opportunity is opened to those with little or no skills, and briefly describing the learning and performance expectations, e.g., punctuality, attention to details, ability to follow instructions, dependability, willingness and motivation to learn. (OPM will develop a sample vacancy announcement that agencies may use as a guide.)

Q: Will OPM develop a standard vacancy announcement and/or rating schedule for Worker-Trainee positions?

A: Yes. OPM will develop a standard vacancy announcement for agency use, and will have it available on OPM's bulletin board, OPM ONLINE (formerly OPM MAINSTREET), and on OPM's web site, www.opm.gov. Rating schedules are not needed in the application of Part 333 regulations but if agencies find they want to use them, OPM will be available to work with them in developing rating schedules.

Q: Can agencies request that OPM conduct the examining process for them and give them lists of qualified welfare candidates?

A: Yes. OPM is available and has established mechanisms to accomplish this efficiently and economically. Under inter-agency agreements, OPM's

nationwide Service Center representatives will be available to assist with this process. If you need a point of contact, please call Dick Whitford on 202-606-1031.

Q: Will OPM grant a waiver of the application of priority referral and selection for displaced employees under CTAP and ICTAP regulations?

A: No. The requirements for priority referral of displaced Federal employees must be met.

Q: Are agencies obligated to convert employees on TAPER appointments to career appointments at the end of the three year period?

A: Yes. 5 U.S.C. 3304a requires individuals serving in positions in the competitive service under a temporary appointment pending establishment of a register to acquire competitive status and are entitled to have their appointments converted to career appointments, without condition, when they meet the conditions of the appointing authority.

Q: What are the conditions that must be met for conversion at the end of the 3-year period under TAPER authorities?

A: Employees must meet conditions as described in 5 CFR 315.704, which include completion of 3 years in such positions, rendering of satisfactory service for the 12 months immediately preceding the conversion, and meeting applicable qualification requirements for the position.

Q: What action will agencies take in the event an individual does not meet these conditions?

A: An employee under a TAPER appointment who does not meet the requirements and conditions of the appointment must be terminated no later than 90 days after he or she has completed the 3-year period beginning with the appointment date.

Q: Under what authority will terminations of employees not meeting conditions of TAPER appointments be effected?

A: TAPER employees have protection in adverse actions of 5 U.S.C. 7511 and in performance-based actions of 5 U.S.C. 4303 after they have completed 1 year of current, continuous service. Agencies must monitor and evaluate the performance of employees under the Worker-Trainee program, and extend the same consideration and job protections as they do to their permanent staffs.

Q: What will happen if at the end of the 3-year period an agency cannot convert the employee to the competitive service?

A: The purpose of the program is to provide continuing employment if the employee meets conditions for conversion. If, however, an agency finds itself unable to convert the employee, the agency will be required to conduct a Reduction-in-Force to deal with this situation. Employees under TAPER appointments are in tenure group III for reduction-in-force purposes.

Q: Do employees under TAPER appointments have competitive status?

A: TAPER employment does not confer competitive status and while under TAPER appointments, employees are not eligible for reinstatement or transfer to other agencies.

Q: Will the 3-year period required for conversion continue if there are breaks in service?

A: When there is a break in service to enter the armed forces and then reemployment in such a position within 120 days after separation under honorable conditions, the period from the date the employee leaves their position to the date of reemployment is included in the 3-year period.

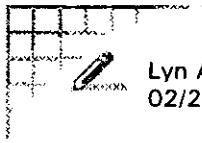
Q: How should appointments under the TAPER authority be documented on the SF-50?

A: Agencies should use Nature of Action Code 112, with the Nature of Action "Temp Appt-PER," and Authority Code "MBM."

FARE SUBSIDY

Q: Is it permissible for agencies to offer fare subsidies to their employees based on employee income or related criteria?

A: The General Services Administration (GSA) has asked the Office of Legal Counsel at the Department of Justice for their legal opinion on this issue. Once an opinion has been rendered, guidance will be provided to agencies.



Lyn A. Hogan
02/21/97 04:01:42 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP

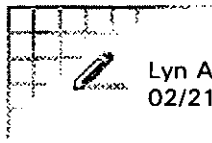
cc: Elena Kagan/OPD/EOP, Cathy R. Mays/OPD/EOP

Subject: White House hiring welfare recipients

Bruce, per Mike McCurry's message to you that Cathy passed on to me....

I called Bob Nash to find out what progress has been made on the White House hiring welfare recipients. Bob said to date he believes there has been no policy decision to actually hire welfare recipients here. Of course, Leon Panetta said several times the personnel office would look into it, but Bob Nash's office wasn't told to do that. Bob Nash is going to talk with Jodie Torkelson to find out if she is doing something. If not, Bob, Jodie and I will sit down and talk about next steps.

My questions to you: what is the policy decision here? Should the WH hire welfare recipients? Should it be done for both career and political appointees? How do you think we should proceed?



Lyn A. Hogan
02/21/97 04:55:36 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP
cc: Elena Kagan/OPD/EOP
Subject: More on the WH hiring welfare recipients

I just spoke with Jodie Torkelson. She said you should be getting Jim King's analysis of the situation any day. Considering that the press won't let this go, it will be tough **not** to hire a welfare recipient or two. But, as Jodie pointed out, the loose structure of the White House doesn't really lend itself to training and supervising welfare recipients.

If you send me JimKing's report when you get, I'd be happy to put together some suggestions.

Hiring welfare recipients in the federal government
February 21, 1997

The Wall St. Journal reported today that we are moving forward on consideration of having government agencies hire welfare recipients.

- All of us who have been working to move more Americans from welfare to work acknowledge that government alone cannot afford to provide jobs for all of those currently on assistance. We need the commitment of the private sector to get the job done -- and we have been very pleased by the response to date from the CEOs of several major corporations who have committed their companies to hiring welfare recipients and investing in troubled communities.
- At the same time, the White House has been interested in what federal agencies can do to open up work opportunities to those on welfare. We asked the Office of Personnel Management to look into this question and just this week OPM Director Jim King provided the President's Domestic Policy Council with a memo which outlines different options that federal agencies could undertake, including the expansion of existing programs to attract entry-level workers. The Domestic Policy Council will review the memo and move forward as appropriate.
- OPM's memo looked at the question of hiring welfare recipients in the federal government generally. The Domestic Policy Council, led by Bruce Reed, is continuing to look at the possibility of opening up opportunities for welfare recipients at the White House.

Drafted: KmcKiernan
Cleared: Elena Kagan

Clinton looks at hiring people off welfare

White House weighs plans to get recipients into federal workforce

By Richard Wolf
USA TODAY

After urging private business to hire welfare recipients, President Clinton is on the verge of taking his own advice.

The White House is considering ways to make federal jobs available to those leaving the welfare rolls under the reform law passed last year.

The most likely plan would include a stepped-up effort to notify state and county welfare offices of federal openings. Federal agencies may be urged to hire qualified welfare recipients and provide on-the-job support services.

Other options: using computers to match welfare clients to federal jobs, and giving welfare

jobs without competition.

While no decisions have been made, any effort would be significant. The federal government, with 1.9 million workers, is the USA's largest employer. Federal agencies hired 200,000 new workers in the last fiscal year, though 71% were for temporary posts, such as Internal Revenue Service clerks and national park firefighters.

"The president has challenged all employers to look at ways to hire people off welfare," says White House do-

USA TODAY |

MONDAY, FEBRUARY 24, 1997

Reed. "We're looking at ways for the federal government to do that, too."

House Speaker Newt Gingrich and Senate Majority Leader Trent Lott plan a similar effort to bring welfare clients into the 31,000-person congressional workforce.

Before settling on a plan, the White House is examining potential stumbling blocks. The government, Reed says, "has a lot of complicated rules."

Eleven federal agencies have provided job training po-
about 75 welfare re-

ipients through a program run by the District of Columbia's private industry council. But fewer than 10 have been hired at the end of their training.

While the public sector provides thousands of "workfare" jobs, in which welfare recipients receive benefits rather than paychecks, few states have gone further. One that has is South Carolina, which attempts to fill 10% of all state jobs requiring no more than a high-school diploma with welfare or food stamp recipients. So far, 427 have been hired.

Breakthrough with sheep could herald human cloning

By Tim Friend
USA TODAY

Scientists for the first time have cloned an adult mammal using DNA from a 6-year-old sheep to create a genetically identical lamb.

The achievement, thought impossible by most experts, used the type of cloning that has been grist for science-fiction mills for decades. It also sets the stage for possibly cloning human beings, although many technical and ethical hurdles remain before that can become a reality.

"It is a landmark discovery in terms of animal development," says Colin Stewart of the National Cancer Institute-Frederick Cancer Research and Development Center in Frederick, Md.

"Plant biologists have always known that it's possible to clone plants from single cells. But this shows now you can do it in animals, including higher mammals like sheep."

The successful experiment by Ian Wilmut and colleagues of the Roslin Institute, Edinburgh, Scotland, will be reported in the Thursday issue of the British science journal *Nature*. Experts say it has many significant implications.

Stewart, who wrote an editorial on the research for *Nature*, told USA TODAY that it will be possible to create clones of animals for bio-

Please see COVER STORY next page ▶

Continued from 1A

medical research as well as clones of commercial farm animals, such as dairy cows that give the greatest yield of milk.

It also will provide insight into how DNA performs during fertilization, embryonic development and old age. And it will enhance the understanding of how human diseases develop and how to make better drugs to treat them.

"It has implications for the way one will think about the molecular basis of aging, and certainly it will further our understanding of how embryos develop," Stewart says. "Scientifically, it's been an extraordinary development."

Cloning was believed to be impossible because early experiments with frogs suggested that the DNA of most cells was permanently changed after fertilization and early development. So adult DNA was assumed to be missing the instructions for making a new embryo.

The new experiment shows that DNA behaves in an entirely different manner. Rather than being changed irreversibly, it remains the same, behaving more like an orchestra in which different sections play during different periods of life. While the string section plays only during embryonic development, it never leaves the stage and can be prompted to play again.

"The nucleus from an adult cell is quite capable of providing all the information necessary to get a fully viable lamb born," says Stewart.

The cloning experiment was performed by taking the nucleus of a mammary gland cell from an adult female sheep and implanting it in the unfertilized egg of another animal from which the nucleus had been removed.

That technique has always been the basis for attempts at cloning. But previous experiments failed because the new nucleus and the recipient egg were unable to synchronize their basic cellular rhythms.

Wilmut and colleagues succeeded by making the nucleus of the adult mammary cell stop its normal dividing cycle before being implanted in the egg. Egg cells normally do not divide until fertilized.

Stewart explains that an adult cell from most types of tissue, removed from an animal or human, can be kept alive and dividing when placed in a salt solution that contains nutrients. When the cell is starved of nutrients, it stops dividing.

At that point in the experiment, the nucleus of the ewe's mammary cell was removed and placed in the egg. After fusing the nucleus to the egg, an electrical current was applied to jump-start the egg and simulate the burst of energy that occurs during fertilization.

After that, the egg began dividing normally and developed into an embryo, which was implanted into another ewe.

The cloning experiment also was successful with donor cells from lamb embryos and a lamb fetus. However, it took about 300 attempts to achieve a single normally developed lamb, which Wilmut and colleagues have named Dolly.

Before the technique is used commercially — or before humans are cloned — it will have to be fine-tuned.

"The technique is still extremely inefficient," says Stewart. "They had to start with 300 eggs to get one lamb born." Nor is it clear "that this is feasible in humans."

Wilmut intends to use the successful cloning technique to create commercial animals for the biotechnology industry. PPL Therapeutics in Edinburgh is a partner in the experiments. Last year, PPL and Wilmut reported successful cloning of sheep embryos.

Animals already can be genetically engineered to produce human proteins to fight disease, including blood-clotting factors for hemophilia. PPL is developing a protein that can be produced in sheeps' milk to treat cystic fibrosis.

The genetically engineered animals that are most successful at producing such proteins could be cloned by the hundreds to dramatically step up production of human disease-fighting proteins, experts say. The same technology could be applied to the best milk producers among dairy herds or the fastest race horses in Kentucky, other experts say.

Besides commercial use in farm animals, experts say, the technique may soon allow pet owners to clone their favorite dog or cat.

"Maybe having a copy made of Fluffy or Fido, if you know (the pet) is going to expire, would be appealing to people," says bioethicist Arthur Caplan of the Center for Bioethics at the University of Pennsylvania, Philadelphia.

Many scientists have few if any objections to cloning animals. But the prospects of actually cloning humans has caught most experts by surprise, and they say society is unprepared to deal with the ethical consequences.

"Not so long ago this was the stuff of a wacky comedy, and it was considered an utterly absurd premise," says bioethicist Thomas Murray at Case Western University in Cleveland. "It is not so absurd anymore."

Murray, who is on the Presidential National Bioethics Advisory Commission, says society needs to begin discussing how it wants to deal with the potential for human cloning.

"At this point we don't hear many voices saying that cloning humans is a good idea. But I think you will hear some advocates emphasize individual liberty and choice and control of reproduction," Murray says. "We need to ask, 'What are our objections to cloning?'"

The United Kingdom and other European countries have banned human cloning, but experts here say there are no laws or regulations to prevent it.

"This had not been on (the commission's) agenda, says Murray. "It may now have to be."

Wilmut argues against human cloning and says the technique should be reserved for animals. "There is no clinical reason why you would do this. We think it would be ethically unacceptable and certainly would not want to be involved in that project."

While some experts argue that humans will never be cloned, others cite in-vitro fertilization as an example of how technology can be developed for one purpose and used for another. Once applied only to animals, it is now used by tens of thousands of infertile couples.

Theologian and bioethicist Nigel Cameron, provost of Trinity International University in Deerfield, Ill., says, "This is a wake-up call because it makes us realize how fast things have gone without any serious discussion of how to handle them."

Caplan agrees that the historic cloning experiment offers a lesson on society's response to technology.

"The irony is that for a long time people in the ethics community have asked for a discussion of cloning. But that has always been met by the response that it can't be done and there is no reason to worry about it," he says. "But people need to realize that what wasn't doable last week may be possible next week."

"Now this particular sheep has left the barn."

Contributing: Lori Sharn

USA TODAY |

MONDAY, FEBRUARY 24, 1997

WR - govt hiring

Hiring welfare recipients in the federal government
February 21, 1997

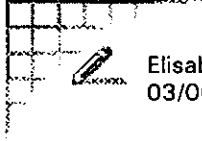
The Wall St. Journal reported today that we are moving forward on consideration of having government agencies hire welfare recipients.

- All of us who have been working to move more Americans from welfare to work acknowledge that government alone cannot afford to provide jobs for all of those currently on assistance. We need the commitment of the private sector to get the job done -- and we have been very pleased by the response to date from the CEOs of several major corporations who have committed their companies to hiring welfare recipients and investing in troubled communities.
- At the same time, the White House has been interested in what federal agencies can do to open up work opportunities to those on welfare. We asked the Office of Personnel Management to look into this question and just this week OPM Director Jim King provided the President's Domestic Policy Council with a memo which outlines different options that federal agencies could undertake, including the expansion of existing programs to attract entry-level workers. The Domestic Policy Council will review the memo and move forward as appropriate.
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Drafted: KMcKiernan
Cleared: Elena Kagan, 6-5584

dk

WR - sent hiring



Elisabeth Stock @ OVP
03/06/97 03:40:39 PM

Record Type: Record

To: Elena Kagan/OPD/EOP
cc: Lyn A. Hogan/OPD/EOP
Subject: Favoring "WTW" firms when assessing federal contracts

Elena,

Spoke with Lyn Hogan a few days ago and she told me that you might be interested in my pursuing my Welfare-to-Work idea further. I would be more than happy to do so, if you think it would be worthwhile. I look forward to hearing from you.

Below I have pasted the draft proposal I sent to Lyn. Your comments are welcome.

DRAFT

Proposal:

When assessing federal contract tenders and grant applications, favors those that make specific provisions for hiring WTW participants. This can be achieved by creating a ranking system for selection that assigns points to WTW employment creation. Cabinet secretaries could implement this agenda to the extent to which their discretion allows. They would have to restructure program information about the selection process to clearly reflect this agenda.

Benefits:

1. WTW jobs will be created: Applicants for federal contracts and grants will try to create employment for WTW participants in order to gain preference in the selection process. Although these "employers" will likely pass the cost back to the government in their tender or application, applicants will need to be creative in creating WTW jobs to keep the costs of this employment down and be competitive.
2. Although the government may have to pay an applicant or contractor more for the same product or service, this initiative may prove to be less expensive to government than simply giving tax credits to large-scale employers for hiring WTW participants.
3. In addition, creating jobs through letting government contracts, allows the government to retain more control; an applicant may be asked to explain what types of jobs WTW participants will be given in the application. Giving tax credits to employers for hiring WTW participants does not allow the government to control what type of employment WTW participants will be given.

Examination of Precedents:

There is already a precedent for this type of program in South Africa. There tenders by large construction contractors were weighted based upon estimates of how many low-skilled jobs would be created.

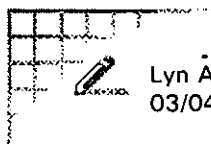
This proposal is not very different from affirmative action except that it is not based on race or sex, and therefore, should not have constitutional implications.

Examination of Incentives Created

The incentives created by this program need to be carefully examined. We can do better setting up an incentive structure like the HUD provision, Section III of Housing and Community Development Act of 1968 (12USC 17801U). In the HUD provision, contractors implementing construction projects had to, to the maximum extent feasible, hire residents to fill construction jobs. In this WTW proposal, in contrast, applicants that propose to create jobs for WTW participants would be rewarded in the selection process -- not be told to employ WTW participants to the maximum extent feasible. This incentive structure should encourage applicants to utilize WTW participants creatively and efficiently which the HUD provision does not.

What Remains to be Done:

Examine federal contracting / grant programs to find those that lend themselves to creating jobs for WTW participants. For those programs, the points assigned for "WTW employment creation" during selection will be greater than for those programs that do not easily lend themselves to "WTW employment creation."



Lyn A. Hogan
03/04/97 06:55:29 PM

Record Type: Record

To: Elena Kagan/OPD/EOP

cc:

Subject: OPM

1) I wasn't able to set up the internet meeting as of tonight --I couldn't get a hold of anyone. I'll try again in the a.m.

2) Doug Walker at OPM called. He had a couple of additional comments on the proposal.

First, he reiterated OPM's desire to go with existing hiring authority and wondered what we'll be putting in the memo to the President. I indicated that we may send him options between the two and he didn't think that was a good idea. OPM really does not want a new hiring option. I told him that you were rewriting the memo to reflect your conversation with Jim King, and I didn't really know if you'd lay out both options or just one.

Second, he doesn't really like the EITC idea. He believes that there already exists such a directive from the IRS and he is checking into it. I mentioned that Mary Strand told me that OPM does not notify Federal employees about the EITC or that they can receive it in their regular paychecks so it would be a good idea to have POTUS direct them to do so. He isn't keen on it, but is getting back to me tomorrow. (It highlights the fact that they haven't done so. maybe we should drop it.)

Third, he said they had neglected to mention to us that they charge a users fee to agencies, states and/or social service offices to access USAJOBS and USACAREERS. This would be money in addition to the computer upgrade funds. He is getting back to me tomorrow with cost figures.

My suggestion: To go forward with the four point proposal, I go back to my original suggestion--we need to bring all of the people involved in any facet of this directive together to work out the details. Without face to face meetings with all involved, we end up with half information and no one is bought in.

My preference: I suggest we go with a minimalist approach--all the press cares about is that we do something, there doesn't have to be pizzaz around it. Jim King and the President could get up at the press podium, the President talks about the necessity for the Federal government to hire welfare recipients, Jim King lays out his plan to do so -- whatever he is comfortable with-- and we are done.

What do you think?



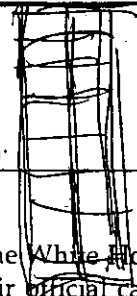
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Elena Kagan
218A OEOB


Tuesday, March 4, 1997
Produced by the Office of News Analysis
Room 161 OEOB (Ext. 6-5694)

3.4-4 last effort
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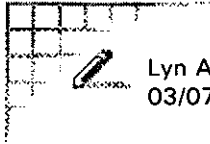


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OPM view
espec as to

PRINTED ON RECYCLED PAPER

sounds small -
Bt it / don't meet it -
look stupid.

file
WR - sent hiring



Lyn A. Hogan
03/07/97 09:38:39 AM

Record Type: Record

To: Elena Kagan/OPD/EOP, Cynthia A. Rice/OPD/EOP

cc: Diana Fortuna/OPD/EOP

Subject: Jodie Torkelson

FYI, she sent over two of her staff people yesterday to meet with me about setting up an EOP plan to hire welfare recipients. I talked to them about what I think are the two best models (America Works as an intermediary and the Marriot program as an on site program). I gave them contacts at both as well as the name of the woman running D.C. welfare reform efforts and others in the area who will be helpful.

They are gearing up to be ready to hire someone quickly after the directive is issued.

1-11-
WR-
govt living



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MAR 7 1997

**Please
Deliver
To:**

Name: ELENA KAGAN
Organization: DPC Room:
Telephone: Fax: 456 5557

From:

Douglas K. Walker
Deputy Chief of Staff

Remarks

WORKER-TRAINEE PROGRAM BACKGROUND

The Worker-Trainee Program is a special hiring authority established in 1968, originally known as the Worker-Trainee Opportunity Program.

The Program, for which the Department of Labor had overall responsibility, was a response to hard-core unemployment in depressed communities throughout the country. Federal agencies were asked to participate by providing employment and structured training opportunities, either as employers or as hosts. (If federal agencies served only as host, Department of Labor programs defrayed the cost of salary, etc).

The Program was developed to give promising entry level individuals an opportunity to learn not only a marketable skill, but good work habits, e.g., punctuality, attention to duties, ability to follow directions, dependability -- attributes which are important at higher grades. Candidates are primarily selected based on their interest in and willingness to learn and do simple, routine work.

Worker-Trainees are hired as temporary employees. Once they satisfactorily complete three years of service, they may be converted to career status. Satisfactory performance includes completing training and meeting qualification requirements for the occupation in which they are serving.

Worker-Trainee Program vacancies are announced by federal agencies via state and local government job service offices as well as the Office of Personnel Management employment information systems. Veterans Preference does apply in making selections to these appointments.

In June 1969, one year after the program became fully operational, 7,000 placements had been made across the nation during a time of tight budgets and personnel ceilings. In FY 1996, 120 worker trainees were brought into the federal workforce.

Provisions of the Worker-Trainee Opportunity Program

- Trainee is given a temporary appointment not to exceed three years, and after satisfactory performance, may be converted to permanent appointment.
- Entry level salaries: GS-1 (white collar work beginning at \$6.07 per hour base pay), or WG-1 or WG-2 (blue collar work that begins as low as \$5.87 per hour in El Paso, Texas; but wages vary widely by locality). Entry level minimums equal just over \$12,000 for full-time annual employment. Employees in program may be promoted up to GS-3/WG-4.
- Trainees may work full or part-time schedules.
- Trainees are eligible for coverage under the Federal Employee Retirement System (FERS), the Federal Employees Health Benefits Program (FEHB), and the Federal Employees Group Life Insurance Program (FEGLI).
- Trainees are eligible for within-grade increases.

Q&A'S ON WELFARE/WORKER-TRAINEE PROGRAM

1. What kind of jobs are you talking about?

A. We're talking about entry level white-collar and blue-collar jobs at the GS-1, or WG-1 and WG-2 (General Schedule and Wage Grade) levels, that typically start at a minimum of about \$6 per hour (or about \$12,500 annually) in base pay, plus federal benefits.

These are jobs such as clerical aides, security guards, messengers, nursing assistants, library technicians, supply clerks, data transcribers, forestry workers, mail clerks and so on. Of course, many people on welfare qualify for higher-level jobs, and we welcome them as federal job applicants, too.

2. How many welfare recipients can the government hire?

A. We aren't setting any quotas. What we are doing today is asking the heads of agencies to identify jobs they have that welfare recipients might qualify for and report back. The bottom line is that we'll hire those who qualify, consistent with the merit system, our hiring authorities, and the needs of the agencies.

3. How can you hire people off welfare at a time when government is downsizing?

A. It's true that government is downsizing. As of last November, there were 285,000 fewer federal workers than when President Clinton took office.

But it's also true that we continue to hire people. In Fiscal Year 1996, we hired about 58,000 people for full-time permanent jobs, and many of them were for lower level jobs. So there is room for us to hire people who are leaving welfare and we can provide leadership in this national effort. We also intend to work with the private sector, with churches, with state and local officials, and others who can find jobs for people leaving welfare.

4. What means can you use to hire welfare recipients?

A. We're using existing federal hiring authorities. One existing authority we feel we can use more is the Worker-Trainee Program, which is designed to attract people into the federal workforce in entry-level positions where training in basic skills is offered. This program permits hiring at the entry level. It provides for an initial three-year appointment. (If people don't perform satisfactorily they can be dismissed, like any other government employee.) After the three years they can either be converted to a permanent job or terminated. And they must pass a security clearance like anyone else we hire, which eliminates some applicants with backgrounds that indicate they might be a danger to other persons or not likely to serve the public well.

5. Won't every welfare recipient you hire take a job away from someone else?

A. It's true that we have only a limited amount of jobs. What we're talking about is providing an opportunity for people who may not know how to use the federal hiring process. In many cases, we're going to have to reach out to them, to make them aware of the opportunities, to encourage them to apply. Once they apply, they'll be competing with everyone else, but if they have ability and are willing to work, some of them are going to be hired. And we think that in many cases this will lead to a permanent job.

6. How do you reach people on welfare?

A. A lot of this must be done at the local level by the people who work directly with people on welfare. This program needs top level support, from the President and his Cabinet, but it must also reach to the community level. One thing we can do at the federal level is make sure we use our job-information technology to let local officials know what jobs exist.

For example: First, we have the Career America Connection, which provides up-to-date vacancy announcements by telephone.

Second, there is also the Federal Job Opportunities Board, which gives job information via personal computer and a modem.

Third, job information also is available via the Internet (USAJOBS) and through 51 touch-screen kiosks located across the country, often in federal buildings, OPM Service Centers and state employment offices.

Finally, in this outreach effort we are announcing today we intend to use our locally-based Federal Executive Boards and Federal Executive Associations to get the word out at the local level.

7. Why are you asking the agencies to report to you? Why don't you just require the hiring of welfare recipients?

A. First, we do not use quotas, and mandating welfare to work entry level jobs comes too close to that concept. Second, each agency is unique, and it is really at the local level where we can identify federal workforce needs and designate appropriate entry jobs under the Worker-Trainee Program. Third, it will take the local federal offices and workers to reach out to their communities and make people aware of federal job opportunities all across this nation. Finally, doing so violates the principles of government reinvention under which we have been working for four years.

8. Isn't this going to diminish the quality of the federal workforce?

A. I don't think we want to stereotype people on welfare. They're going to have to meet standards to qualify for the federal workforce. They're going to have to want to work and want to learn. If they do, we'll work with them and train them -- and we think that, given a chance and considering they must meet federal hiring standards, most will do a good job.

9. Are we talking about jobs in Washington, D.C?

A. We're talking about jobs all over the country, a few that range all over the world. More than 85 percent of federal jobs are located outside the Washington metropolitan area.

10. Why is the federal government undertaking this program? It sounds like you'll only hire a tiny percentage of the people you're forcing off welfare.

A. The President promised to end welfare as we know it and he has signed legislation to do that. Some people will be losing welfare benefits and we're urging the private sector to do all it can to hire them. The federal government has an obligation to do its part and to show leadership, in partnership with the private sector, in this national effort.

11. If the Worker-Trainee Program has been in existence, why hasn't it been used more over the past four years?

**A. Actually, it has been used.
In Fiscal Year 1996, 120 people were hired this way.
In Fiscal Year 1995, 141 people.
In Fiscal Year 1994, 159 people.
And in Fiscal Year 1993, 242 people.**

So that's a total of 662 persons over four years.

But in examining our options, we believed that this program could be more and better utilized for the benefit of entry level workers and the public.

###

WORKER TRAINEES (NEW HIRES)

Fiscal Year 1992 - Fiscal Year 1996

FISCAL YEAR	PAY PLAN	GRADE	NUMBER OF EMPS	
1992	Grades Similar to General Schedule (GG)	01	1	
		Total	1	
	General Schedule (GS)	01	264	
		02	5	
		03	6	
		Total	275	
	Nonsupervisory Pay Schedules Federal Wage System (WG)	01	158	
		02	63	
		Total	221	
	GRAND TOTAL			497
1993	Grades Similar to General Schedule (GG)	01	1	
		Total	1	
	General Schedule (GS)	01	133	
		02	2	
		03	5	
		Total	140	
	Non-Craft Non-Supervisory (KG)	01	1	
		Total	1	
	Wage Positions Under the Federal Wage System (WB)	00	2	
		Total	2	
	Nonsupervisory Pay Schedules Federal Wage System (WG)	01	50	
		02	47	
		03	1	
		Total	98	
	GRAND TOTAL			242
1994	Demonstration General (DG)	00	3	
		01	7	
		Total	10	
	General Schedule (GS)	01	78	
		02	3	
		03	2	
		Total	83	
	Nonsupervisory Pay Schedules Federal Wage System (WG)	01	28	
		02	38	
		Total	66	
	GRAND TOTAL			159

Source: Central Personnel Data File

WORKER TRAINEES (NEW HIRES)

Fiscal Year 1992 - Fiscal Year 1996

FISCAL YEAR	PAY PLAN	GRADE	NUMBER OF EMPS	
1995	General Schedule (GS)	01	92	
		03	8	
		Total	100	
	Federal Wage System (WG)	01	33	
		02	7	
		Total	40	
	Leader Page Schedule - Federal Wage System (WL)	02	1	
		Total	1	
	GRAND TOTAL			141
	1996	Grades Similar to General Schedule (GG)	01	1
Total			1	
General Schedule (GS)		01	69	
		03	1	
		Total	70	
Nonsupervisory Pay Schedules Federal Wage System (WG)		01	45	
		02	4	
	Total	49		
GRAND TOTAL			120	

Source: Central Personnel Data File

Background Examples of Competitive Service Appointing Authorities

- ◆ **Permanent**
Permanent appointments are either *career-conditional* or *career*. Initial appointments to the competitive service are career-conditional; after 3 years of service, the appointment becomes career.
- ◆ **Time-limited**
Temporary appointment - Temporary appointments are made not to exceed 1 year and may be extended for 1 additional year. Work must not be permanent in nature.
Term appointment - Term appointments are made for periods of more than 1 year but may not exceed 4 years. Term appointments may be appropriate, for example, when there is project work, extraordinary workloads, or an agency reorganization.

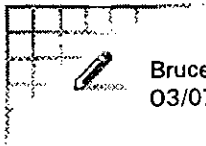
Excepted Service Appointing Authorities *(examples from more than 300)*

- ◆ **Veterans Readjustment Appointment (VRA)**
Special appointment which allows agencies to hire certain veterans of the armed forces, without open competition, to positions in the federal government. This appointment can be used to fill jobs up through GS-11 (\$38,330) or its equivalent in other pay systems. After successfully completing 2 years of service, the VRA appointment leads to a permanent position in the competitive service.
- ◆ **Student Educational Employment Program**
Special program designed to assist students gain valuable work experience while pursuing their education. Students are given a chance to combine academic study with on-the-job training. The program is available to students at all educational levels (secondary and above) who are taking at least a half-time course load. The Student Educational Employment Program has two components -- *student career experience program* and *the student temporary employment program*.

Student career experience program - offers tuition assistance, health and life insurance, and the opportunity to convert to a term, career-conditional or career appointment in the competitive service.

Student temporary employment program - offers training opportunities, and the opportunity to transfer into the *student career experience program*.
- ◆ **Special appointment of readers, interpreters, and personal assistants**
Positions as needed to serve as readers for blind employees, interpreters for deaf employees, and personal assistants for handicapped employees.

File - WK -
Just hiring



Bruce N. Reed
03/07/97 04:52:06 PM

Record Type: Record

To: Vice President/OVP @ OVP
cc: Elaine C. Kamarck/OVP @ OVP
Subject: Radio Address Question

As you know, we've been working with Elaine on a directive asking every agency to help the federal government **step** up its efforts to hire people off **welfare**, and putting you in charge of making sure they do **so**. Elaine helped write the directive, which is now in clearance, and has vetted it with the **unions**.

We had been planning to give the story to the Times or USA Today to run Monday, and have you make the official **announcement** in your Nat League of Cities speech. Now the campaign finance reform / soft money radio address that was planned for tomorrow has been postponed, and the communications people would like to make the welfare **announcement** in tomorrow's radio address instead. It would be the same announcement -- the President asking agencies to hire people off welfare, and putting **you** in charge of the effort.

Is this all right with **you**? If not, we can come up with another topic.

file-wr-gw mmmg



Cynthia A. Rice

03/16/97 09:36:02 PM

Record Type: Record

To: Lyn A. Hogan/OPD/EOP, Elena Kagan/OPD/EOP, Bruce N. Reed/OPD/EOP

cc:

Subject: FYI: Cong. Holmes Norton introduced bill to encourage House of Reps to hire wel recipis

Citing the President's directive to federal agencies, Congresswoman Eleanor Holmes Norton introduced a bill March 12th which would encourage Members of the House of Representatives to hire at least one welfare recipients. It would do by by allowing Members with now with the maximum 22 staff to hire one more (using the same office budget). Lyn, I'll give you a copy of the materials I was sent.