

**NLWJC - Kagan**

**DPC - Box 063 - Folder-004**

**Welfare-Mayors**

THE WHITE HOUSE  
WASHINGTON

SCHEDULE PROPOSAL

TODAY'S DATE: 4/7/97

---

ACCEPT

REGRET

PENDING

---

TO: Stephanie Streett  
Director of Scheduling

FROM: Marcia Hale  
Assistant to the President for Intergovernmental Affairs

Bruce Reed  
Assistant to the President for Domestic Policy

Craig Smith  
Assistant to the President for Political Affairs

Emily Bromberg  
Special Assistant to the President for Intergovernmental Affairs

REQUEST: For the President to meet with a bipartisan delegation of mayors to highlight the Administration's immigration budget package. On the day of the meeting, OMB will transmit our immigration bill to Congress.

PURPOSE: To demonstrate bipartisan support for the Administration's immigration budget bill; to respond to Mayor Giuliani, Mayor Rice, and Mayor Rendell's request to discuss the effect of welfare reform on legal immigrants.

PREVIOUS

PARTICIPATION: The President has met with mayors in large and small forums on several occasions. Most recently, the President met with a group of 12 mayors on December 18, 1996 to discuss urban policy and addressed the Winter Meeting of the U.S. Conference of Mayors on January 17.

DATE: As soon as possible; this event is most newsworthy if it occurs **before** our entire budget bill is transmitted to Congress.

**SCHEDULING REQUEST  
PAGE TWO**

LOCATION: The Roosevelt Room or the Cabinet Room

DURATION: 45 minutes

BRIEFING TIME: 15 minutes before meeting

**PROPOSED**

**PARTICIPANTS:** The President  
Vice President  
Mayor Dennis Archer, Detroit, MI (D)  
Mayor Willie Brown, San Francisco, CA (D)  
Mayor Martin Chavez, Albuquerque, NM (D)  
Mayor Richard Daley, Chicago, IL (D)  
Mayor Rudolph Giuliani, New York, NY (R)  
Mayor Paul Helmke, Ft. Wayne, IN (R)  
Mayor Ronald Kirk, Dallas, TX (NP)  
Mayor Tom Menino, Boston, MA (D)  
Metro Mayor Alex Penelas, Dade County, FL (includes Miami) (NP)  
Mayor Ed Rendell, Philadelphia, PA (D)  
Mayor Norm Rice, Seattle, WA (D)  
Mayor Richard Riordan, Los Angeles, CA (R)

**MEDIA**

**COVERAGE:** Pool spray at the top

**REMARKS:** Provided by speechwriters

**ORIGIN**

**OF PROPOSAL:** DPC and IGA believe this meeting will help build a bipartisan consensus for our immigration budget bill.

**VPOTUS**

**ATTENDANCE:** Dependent upon his schedule

**RECOMMENDED**

**BY:** Marcia Hale, Bruce Reed, Craig Smith, Emily Bromberg

**CONTACT:** Emily Bromberg (6-2896)

WR-mayers



**DRAFT**

**SCHEDULE PROPOSAL**

**TODAY'S DATE: 4/7/97**

---

**ACCEPT**

**REGRET**

**PENDING**

---

**TO:** Stephanie Streett  
Director of Scheduling

**FROM:** Marcia Hale  
Assistant to the President for Intergovernmental Affairs

Bruce Reed  
Assistant to the President for Domestic Policy

Craig Smith  
Assistant to the President for Political Affairs

Emily Bromberg  
Special Assistant to the President for Intergovernmental Affairs

**REQUEST:** For the President to meet with a bipartisan delegation of mayors to highlight the Administration's immigration budget package. On the day of the meeting, OMB will transmit our immigration bill to Congress.

**PURPOSE:** To demonstrate bipartisan support for the Administration's immigration budget bill; to respond to Mayor Giuliani, Mayor Rice, and Mayor Rendell's request to discuss the effect of welfare reform on legal immigrants.

**PREVIOUS PARTICIPATION:** The President has met with mayors in large and small forums on several occasions. Most recently, the President met with a group of 12 mayors on December 18, 1996 to discuss urban policy and addressed the Winter Meeting of the U.S. Conference of Mayors on January 17.

**DATE:** As soon as possible; this event is most newsworthy if it occurs **before** our entire budget bill is transmitted to Congress.

**SCHEDULING REQUEST  
PAGE TWO**

LOCATION: The Roosevelt Room or the Cabinet Room

DURATION: 45 minutes

BRIEFING TIME: 15 minutes before meeting

**PROPOSED**

**PARTICIPANTS:** The President  
Vice President  
Mayor Dennis Archer, Detroit, MI (D)  
Mayor Willie Brown, San Francisco, CA (D)  
Mayor Martin Chavez, Albuquerque, NM (D)  
Mayor Richard Daley, Chicago, IL (D)  
Mayor Rudolph Giuliani, New York, NY (R)  
Mayor Paul Helmke, Ft. Wayne, IN (R)  
Mayor Ronald Kirk, Dallas, TX (NP)  
Mayor Tom Menino, Boston, MA (D)  
Metro Mayor Alex Penelas, Dade County, FL (includes Miami) (NP)  
Mayor Ed Rendell, Philadelphia, PA (D)  
Mayor Norm Rice, Seattle, WA (D)  
Mayor Richard Riordan, Los Angeles, CA (R)

**MEDIA**

**COVERAGE:** Pool spray at the top

**REMARKS:** Provided by speechwriters

**ORIGIN**

**OF PROPOSAL:** DPC and IGA believe this meeting will help build a bipartisan consensus for our immigration budget bill.

**VPOTUS**

**ATTENDANCE:** Dependent upon his schedule

**RECOMMENDED**

**BY:** Marcia Hale, Bruce Reed, Craig Smith, Emily Bromberg

**CONTACT:** Emily Bromberg (6-2896)



# THE UNITED STATES CONFERENCE OF MAYORS

1620 EYE STREET, NORTHWEST  
 WASHINGTON, D.C. 20006  
 TELEPHONE (202) 293-7330  
 FAX (202) 293-2352  
 TDD (202) 293-9445

**Report of the Task Force on Welfare Reform**  
**The U.S. Conference of Mayors**  
**Winter Meeting 1997**  
**Washington, D.C.**  
**January 16 - 19, 1997**

Copy to:  
 • Office G. Emily B.  
 • Ann R.  
 • Rich Tughi  
 • Guy Barchetta  
 • Melissa S  
 • Bruce Reed

After a lengthy debate, the President and Congress approved major changes in how this nation assists low-income individuals become self-supporting. While the debate over whether to reform welfare is over, many key decisions remain to be made about implementing those changes, as well as the difficult work of helping individual recipients get and keep livable wage jobs. Although this is primarily the responsibility of the federal and state governments, mayors recognize that cities must also step up and be part of the solution. Mayors also know that if these reforms fail, cities will bear much of the burden of keeping those who exhaust their now limited benefits from becoming destitute.

The challenge facing the nation for the next six years, however, is daunting. Welfare recipients must find livable wage employment and achieve lifetime independence from welfare, or risk exhausting a now finite amount of public assistance for themselves and their children. Likewise, states must move swiftly to find employment for welfare recipients or incur financial sanctions from the federal government.

Ultimately, the real test of these welfare reforms will be whether government at all levels actually helps connect real recipients with real employers so that they become self-sufficient. If so, these reforms will be successful. If not, they will amount to little more than punitive actions that create a new class of destitute people who may have to resort to desperate acts to survive. Whatever our political philosophy, we can agree that our society must not let this happen.

## The Role of Cities in Implementing Welfare Reform

The Executive Committee of the U.S. Conference of Mayors (USCM) formed a Task Force on Welfare Reform on October 4, 1996 at its fall meeting in Santa Barbara, CA. The primary duty of the Task Force is to recommend how the USCM can best use its resources to support mayors and influence federal and state decisions during implementation of the new welfare laws. Mayor Norman B. Rice of Seattle is the Chair of the Task Force, which is comprised of the Chairs of all other USCM Standing Committees and Task Forces.

As part of the Task Force's first duties, Mayor Rice and USCM staff consulted extensively on the issue of welfare reform during the month of November. The

consultations included discussions with Vice President Gore, White House staff, HHS Secretary Shalala, Treasury Secretary Rubin, OMB Director Frank Raines, HUD Secretary Cisneros, Labor Department officials, Congressional staff, and non-governmental experts on welfare reform. On December 11, the Task Force held its first formal meeting and this report summarizes the initial findings and recommendations that emerged from the discussion at that meeting.

Last August, Congress approved and the President signed into law dramatic changes to the nation's social safety net. The central reform was the elimination of the basic guarantee that needy children who meet federal eligibility standards will receive assistance. In its place, the new law sets strict work participation requirements for welfare recipients, sets a five-year lifetime limit on assistance, and gives states broad authority to design their own welfare system. Other significant changes limit eligibility and reduce benefits for Food Stamp recipients, and curtail the eligibility of legal immigrants for many state and federal public benefits. In total, the reforms cut federal expenditures on the nation's social safety net by \$54 billion over the next six years.

Most mayors supported efforts to reform the nation's welfare system and particularly welcomed the emphasis on finding employment for welfare recipients as the focus of the reforms. USCM previously adopted a resolution outlining the principles that should underlie a reformed system. However, many mayors continue to express concern that the reforms enacted last year do not adequately support the achievement of the employment goals driving welfare reform. For example, the Congressional Budget Office calculated that the work requirements included in the new welfare law are underfunded by billions of dollars, and other experts have estimated that the legislation may leave an additional one million children in poverty in the next six years because their parents will be unable or unwilling to meet the requirements of the new system.

The administration of federal welfare programs is largely a responsibility shared by state and federal governments<sup>1</sup>. Thus, last year's debate was dominated by the perspective of governors and state administrators as they worked to reach agreement on how to shift greater funding and program responsibilities from the federal government to the states. Too little thought was focused on the roles of local communities, businesses and local government in making a new system work effectively.

The creation of the Task Force underscores the importance mayors and the USCM attach to this challenge. Cities are the level of government with arguably the most at stake in the outcome of these reforms. Local governments typically run the homeless shelters, food banks, and health clinics that provide the survival services of last resort for adults and children in economic distress. If the jobs are not available to support low income families, along with adequate health care and child care, cities will face a significant increase in demand for these services--be it from a mother who has exhausted

---

<sup>1</sup> Counties in a number of states and some cities, such as New York, Denver and San Francisco, have responsibility for administering welfare.

her welfare benefits, an unemployed adult cut off food stamps, or a retired or disabled immigrant no longer eligible for most federal public benefits.

While the threat of the failure of these reforms is troubling to mayors, the Task Force chose to focus its attention on the unique capabilities of mayors and cities to contribute to the success of employing low income Americans. The new welfare system cannot be successful without systems in place in each neighborhood and city to link individual people seeking work with individual employers searching for reliable, qualified workers.

In central cities, where the largest numbers of welfare recipients are concentrated, the local labor markets are not working effectively. In the midst of tremendous economic growth and job creation nationally, welfare recipients too frequently remain isolated in neighborhoods that have been left behind, disconnected from the new jobs, support services and educational opportunities people need to succeed.

The new welfare system cannot succeed if it fails to address this isolation. Moving people from welfare to work, which is the core principle of the new system, cannot be accomplished solely out of Washington, D.C. or our state capitols. Local community leadership, including mayors, is fundamental to the task of creating a network of relationships that will link people to employers, and to the educational and support services people need to succeed in the workplace. Of all levels of government, local government has demonstrated the greatest ability to influence such employment decisions and to create support systems that best meet the needs of individuals seeking work.

Mayors and local officials work day in and day out with the employers, citizens, community leaders, and human support networks whose collective actions are critical if a welfare recipient is to prepare for, find, and keep a livable wage job. Given the right tools, mayors can utilize these relationships to mobilize a community to face the real challenge of welfare reform. It is the opinion of the Task Force that last year's reforms not only did not provide these tools, but also shredded the social safety net too extensively in some areas. The recommendations of the Task Force, if approved, will help reverse these shortcomings.

### **Findings and Recommendations**

**1. Educate and Support Mayors:** Passage of welfare reform has not ended this debate, rather just begun it. Ironically, the flexibility granted by the federal government gives states much authority to further restrict benefits but largely denies them authority to expand benefits. Thus, decisions will be made by state legislatures over the next six years that will have a profound effect on the lives of many people living in the nation's cities, and some of those decisions will also affect programs local governments operate. The Task Force recommends that the USCM serve as a clearing house of support and information for mayors as they work to stay abreast of welfare reform developments at the state and federal level. This role includes:



- Keeping mayors informed of legislative and administrative actions by the federal government.
- Assembling and distributing information about significant actions at the state level.
- Responding to requests for information from individual cities.
- Spearheading an effort to monitor the effects of the law in cities.

**2. Shape Federal Legislation:** Congress and the Administration will debate several issues related to implementation of last year's welfare reform legislation. Depending on the outcome of these debates, additional and significant tools could be available to assist communities and their efforts to find meaningful and sustainable employment for low income families. The Task Force recommends the USCM actively support and attempt to influence the following issues:

- **Welfare to Work Jobs Initiative:** The President's plan promises \$3 billion a year for three years to help communities move welfare recipients into jobs. The Task Force strongly supports this initiative but cautions that the program should: (1) remain highly flexible; (2) distribute funding directly to cities to the maximum extent possible; and (3) not discriminate between public and private sector jobs.
- **Targeted Welfare-to-Work Tax Credit:** USCM continues to advocate for tax credits that will help move people into private sector employment. Eligible expenses to be covered by the tax credit should include child care, health care, transportation, training, and other related services. The USCM is pleased with the President's proposal and encourages Congress to adopt it.
- **Restoration of Cuts:** The Task Force expresses deep concern about some of the cuts in benefits enacted last year and encourages their restoration. These cuts appear to contribute little to the task of helping low income Americans secure livable wage jobs, and in some cases are counter productive. They also could contribute to a significant shift of financial responsibility from federal to local government as desperate citizens turn to cities for survival services. The Task Force lauds the Administration's efforts to reverse up to \$15 billion in cuts and recommends that priority be given to helping restore food stamps to unemployed adults age 18 to 50 without minor children and restoring benefits to the more vulnerable non-citizens living legally within the country -- the disabled, elderly and children. This effort should be a high priority in any bipartisan agreement to balance the federal budget.

**3. Focus on Existing Programs:** Providing low income families opportunities to succeed in the workplace necessitates that the federal government construct a more coherent and complementary set of national policies than last year's reforms to welfare. Existing programs and revenue streams must be rationalized in such a way that communities have the most effective and flexible tools available to help build lasting economic opportunity for all citizens. The Task Force recommends that USCM committee chairs review existing federal programs and prepare recommendations with this goal in mind. In particular, the Task Force has identified education and training,

# The United States Conference of City Human Services Officials

1620 Eye Street, Northwest • Washington, D.C. 20006 • (202) 293-7330

## IMPLEMENTING WELFARE REFORM IN CITIES

The U.S. Conference of City Human Services Officials is committed to seeing welfare reform implemented in the best possible way in our cities so that recipients will move from welfare to work. Success should not be defined, however, by reducing the welfare rolls, but rather by moving recipients into long-term employment in liveable wage jobs. As these dramatic changes in our federal system are implemented, we remain committed to the principle that the federal government must provide a basic safety net to all Americans. We make the following recommendations to The U.S. Conference of Mayors Task Force on Welfare Reform:

### 1. Food Stamps:

Pursue federal restoration of the most serious cuts in food stamps:

- \* Continue benefits for unemployed able-bodied adults ages 18-50 without minor children who make a good faith effort to obtain a job but are unable to do so; provide a hardship exemption to 20 percent of this caseload from the employment requirement, as is provided in TANF; and automatically waive this provision in areas with an unemployment rate over 10 percent or in areas which have been designated as labor surplus areas;
- \* Increase the shelter deduction or repeal the cap on it;
- \* Increase the standard deduction and vehicle asset limits.

Urge governors to:

- \* Seek waivers from the provisions which deny benefits to unemployed able-bodied adults ages 18-50 without minor children for all areas with unemployment exceeding 10 percent, labor surplus areas and areas with insufficient entry-level jobs;
- \* Create additional food stamp workfare slots for these recipients.

### 2. Immigrant Assistance:

- \* Restore food stamp and SSI benefits for the most vulnerable immigrants, particularly the disabled, elderly and children;
- \* Continue Medicaid eligibility for immigrants currently eligible;
- \* Provide additional resources to the Immigration and Naturalization Service to respond to speed the processing time for naturalization application requests;
- \* Provide INS increased flexibility in administering the citizenship oath so that disabled immigrants who are unable to take it can be naturalized.

### 3. Job Creation and Placement:

- \* Increase the number of entry-level jobs available to welfare recipients;
- \* Assure that a portion of any federal funds go directly to cities, targeted on the basis of those with greatest need, such as long-term welfare recipients;

ISTEA, and housing programs as critical elements in this task. For example, the Administration's three-year \$3 billion jobs plan is important, but its significance diminishes when compared to the upcoming legislative debate about restructuring federal employment and training programs, on which the federal government currently spends about \$26 billion annually. Similarly, cuts to public housing assistance complicate the efforts of low income Americans to make work pay.

**4. Accountability:** While the Task Force learned of significant efforts to collect data, it was disturbing how little emphasis the federal government appears to be placing on understanding and communicating the effect of these reforms on children, families and communities. The Task Force unequivocally underscores the importance of monitoring the outcomes of welfare reform -- the successes, failures, and effects on cities and their residents. The Task Force recommends that the USCM help accomplish this goal as follows:

- Build upon the USCM's existing capacity to gather information and communicate the impacts of welfare reform within cities, and
- Strongly advocate for a clearer designation of responsibility within the federal government to monitor progress, report outcomes, and hold states accountable for poor performance.

### Conclusion

The federal government has not reformed welfare in so much as it has delegated great responsibilities for overseeing it to other levels of government. Success or failure of the measures enacted into law last August will largely be determined by the actions of individuals, businesses, local governments, religious leaders, and human service providers. These interests connect in numerous communities across the nation and it is their collective challenge to help the least prepared of the nation's workforce find and retain employment at livable wages.

While mayors welcome reforms that re-focus public assistance on the imperative of finding a livable wage job, the Task Force recommends that the federal government take additional steps and retrace some ill advised ones taken last year in order to strengthen the new system. These actions will add greatly to the prospects of accomplishing the employment goals inherent in last year's reforms. Also, these steps will help cities contribute greatly to this cause.

Finally, The U.S. Conference of City Human Services Officials met recently to discuss welfare reform and the recommendations of this Task Force. Their recommendations are attached and adopted by reference, as they complement and provide useful detail to the work of the Task Force. These recommendations represent the collective knowledge of a group of Americans at the forefront of efforts to support low income Americans in cities. The USCM and the Task Force laud their efforts and commit to working closely with them as we approach the challenges of the new bill.

- \* Provide flexibility to train, create jobs and provide post-placement services to facilitate job retention. While there must be accountability, achieving it through a performance bonus system should not impede flexibility;
  - \* Assure that jobs pay a liveable wage and lead to a career track.
4. **Maintenance of Effort:**
- \* Allow states to count expenditures for emergency assistance, immigrant assistance and assistance to other vulnerable populations toward meeting the maintenance of effort requirement and assure that assistance provided through this state funding not trigger TANF time limits;
  - \* Encourage states to maintain 100 percent of their previous state expenditure level for welfare and related programs.
5. **Case Management:**  
Include case management, which is critical to moving people from welfare to meaningful work, as a service cost and not an administrative cost subject to a cap.
6. **Information Campaign:**
- \* Provide information to mayors and other city officials on welfare reform changes and implementation and their impact on cities and their residents;
  - \* Educate public and private employers and recipients on the changes being made.
7. **Evaluation:**  
Assure federal funding for long-term evaluation of
- \* The placement in jobs of recipients who live in areas with a labor surplus or an insufficient number of entry-level jobs and their ability to retain those jobs;
  - \* What happens to people who leave the welfare rolls;
  - \* What happens to children who no longer receive assistance through an analysis of indicators which measure child development or school readiness as well as the impact on the child welfare caseload;
  - \* The impact of welfare reform on housing, child care, domestic abuse, emergency survival services and other ancillary services.
8. **Monitoring:**
- \* Monitor the impact of welfare reform on individuals, the local economy, local service providers and the city government;
  - \* Encourage city officials to cooperate in this effort;
  - \* Establish the current baseline now and collect data on it.
9. **Transportation:**  
Support DOT and other efforts to provide transportation that will enable welfare recipients to get to available jobs.
10. **Child Care:**  
Encourage states to provide child care on the basis of income and not funding sources so that child care assistance is available to all low income working families.