

NLWJC - Kagan

DPC - Box 067 - Folder-001

**Welfare-Welfare to Work Union
Plan**

WR - WR-to-work union plan



AFSCME'S PLAN

**To Create A
Real Working Welfare Partnership**

between

**The Union, The Federal Government,
Cities and Welfare Recipients**

*Creating New Work Opportunities
for
Welfare Recipients*

June 1997



A REAL WORKING WELFARE PARTNERSHIP

AFSCME proposes to work with the Clinton Administration and the Mayors of a number of large urban cities to design programs that bring welfare recipients new work opportunities and union benefits.

AFSCME has identified a number of program areas that will serve not only welfare recipients, but also the public. Each will be customized to the unique needs of the particular city and its welfare population. Work opportunities will fall under three categories:

- Identifying new work that is not being performed now is the highest priority. The Partnership will match up the demand for particular services that the City has otherwise been unable to meet with welfare recipients who can perform the work. Also, each city would make an on-going assessment of where future demand for services is expected.
- Providing transitional work experience is essential for those not qualified to move immediately into newly created slots.
- The City can also create work opportunities and save money by bringing in-house some functions it now contracts out.

These programs are designed around the following criteria:

- The work activities are designed to maximize how well the state meets its federally mandated work requirements.
- Welfare workers will receive paychecks for work performed, unless they are in a training or transitional work experience that makes this infeasible. It is assumed that grant diversion of welfare grants to the employer to provide paychecks is the preferable route of funding positions.
- The program is designed to be cost-effective. In most places, the grant diversion alone will fully offset the cost of a paycheck, FICA, workers comp, UI and some workplace benefits. For additional resources, the union, the City and the Clinton Administration would agree to work together to find as many funding sources as possible to make these programs a success. All will commit to try to leverage private or foundation support as well.

- The particular types of jobs identified will reflect the skill levels appropriate for most welfare recipients. Those not able to perform them will be offered transitional employment or training experiences that lead to appropriate jobs.
- The union will be an active participant from beginning to end. At a minimum, union concurrence will be obtained before any placements are made. Ideally, union involvement will include identifying opportunities for collaboration, providing training, peer support and mentoring for the new welfare workers.
- To foster trust of existing workers and ensure that work created is truly new work, each city would have to commit to maintain existing staffing levels in areas where welfare workers are placed. These programs are also designed to protect the existing municipal work forces from displacement.
- The union will represent the welfare workers and provide them with a union contract.

The union must be an active partner both in designing and implementing the programs. The following outline is a beginning to that process.

DESIGNING UNIQUE PROGRAMS FOR EACH CITY

I. IDENTIFYING NEW WORK:

Each city would identify particular areas of unmet needs. They would pool sources of funds to create a number of "flagship" programs that would employ large numbers of welfare recipients with intensive supervision and they would also identify throughout various city agencies a smaller number of more dispersed positions that could be created.

A number of particular services jump out as high-demand areas, either because of changes in the workforce, demographics, or changes in our society. The following are some programs each city may want to consider.

A. CREATING CHILD CARE PROGRAMS:

The City could create on-site child care facilities located at city office buildings, hospitals, or clinics. These would serve not only the children of welfare recipients who are now working for the city, but also the children of existing city workers. Depending on market demand, the city could create the child care services most in need, such as infant care or non-traditional hours. Many hospitals, in particular, have space available which could be converted to day care areas. If the city has existing child care facilities, they could expand them with welfare workers who are trained to be child care providers.

The City could bundle new federal child care dollars and existing Social Service Block Grant Funds and/or CSBG funds to create the new facilities, and use grant-diverted funds of welfare recipients to help staff the facility.

The welfare agency would identify for the city those recipients who are capable of working in such a field, and if they are not trained, the city could coordinate with training programs. (See discussion under Transitional Employment/Training)

B. HOME HEALTH CARE

Recognizing the demographics of an increasing number of elderly people who will need assistance in their homes, the City could create within its Department of Public Health a roster of home visitors and/or home health aides. These workers would be city employees who would, depending on the services needed, be home visitors to check on the elderly, or health aides who would see to the health needs of the elderly as patients. (See attached pilot proposed by UDW in California as an example.)

The City could either charge a small fee for those able to pay, or use Medicaid funds for those who are indigent. For those recipients who may need some additional training to be health aides, Medicaid may reimburse the City's health agency for a certain number of training hours.

C. TRANSPORTATION FOR NEW JOBS

Recognizing that welfare recipients who are now asked to work may require transportation to their job, the City could hire welfare recipients to run van pools that pick up other welfare recipients at their homes and get them to work.

The City could participate in a number of demonstration projects being developed by HUD, or pursue DOT or ISTEA funds for such a program.

D. PROVIDE MORE ADULTS FOR CHILDREN IN SCHOOL

Recognizing the acute need for more adults to monitor, supervise and interact with children in elementary and high school settings, the City could put welfare recipients to work in a number of school capacities: lunch room, playground and hall monitors; extra adults to ride on buses; after-school programs; teachers' aides; security.

The city could pool DOE funds, state education funds and use grant-diversion of welfare grants to employ welfare recipients in these positions.

E. AGENCY-IDENTIFIED NEW POSITIONS

The Mayor could mandate that each city agency identify new work that they believe could be done if new staff were made available. (Agency heads are often asked to do the opposite of this, that is, identify positions and services that could be cut in times of budget shortfalls.) The Mayor would then identify which projects could have the largest success as welfare-to-work program and develop them with the city agency and union concurrence. Such project areas may include: assistance in local libraries, expanded recycling, expanded security in the city buildings, creating "graffiti patrols" to clean public buildings, etc.

These positions could be created as part-time or full-time permanent positions that are new entry or even "pre-entry" level titles. They could be designed as apprentice-type positions which convey first priority for consideration when existing position vacancies become open.

These positions could be funded by grant diversion, surplus TANF funds, and possibly leveraging foundation or competitive federal grant support, depending on the type of activity.

II. TRANSITIONAL EMPLOYMENT/TRAINING

The City could arrange with the local welfare agency to accept those welfare recipients most qualified for the positions identified by the City. For those recipients not yet qualified, the city could work out a number of forms of transitional employment or training arrangements to "feed" welfare recipients into the new slots as they become qualified.

A. "PRE-ENTRY LEVEL" POSITIONS

The City could create a number of new job titles that would be held open and funded solely as welfare grant-diversion positions. These could be identified by each city agency as new work that augments existing work, such as library aid for librarians in the local library, or assistant hall monitor for school personnel. These positions would provide the welfare recipient with work experience while performing a valuable service for the City. The City would identify existing personnel who would act as mentors or intensive supervisors, and these could be union members acting through a formal union arrangement. After a successful rotation in such a position, the welfare recipient could have first priority for job vacancies that become open for regular jobs if they meet the criteria for such a job. (See the attached model program in New York City's Board of Education.)

B. ON-THE-JOB TRAINING/"SHADOWING" WORK

The City could identify a number of new positions for which it would provide on-the-job training to those welfare recipients who need it. For example, any new opening could include a parallel job for a set number of months for a welfare recipient to "shadow" an existing worker or get on-the-job training. Such workers would still be employees collecting a paycheck although they may get less benefits. This would still qualify as work activities without exhausting the training component.

Funding for these slots could come from bundling grant diversion of welfare grants with JTPA funds for disadvantaged workers or state training funds.

C. TRAINING PROGRAMS

Once the City had identified the number and type of positions it anticipates creating for welfare recipients, the City could enter into a training arrangement with union-training funds, PIC supported programs, or community colleges to fund the specific training needed. Upon successful completion of a training program, welfare recipients could move through a process of on-the-job training and/or "pre-entry" level slots that would prepare them for a regular position when one would become open. In effect, then the City will have created a continuum of opportunities for welfare

recipients. These training programs could be for the newly created day care facilities, home health aides or other positions that require some specialized training. While in a formal training program away from the work site, recipients would not be collecting a paycheck.

Funding for training programs could come from TANF "windfall funds", JTPA, Perkins funds for community colleges, state training programs, Medicaid, ISTEA funds, etc.

III. SAVING THE CITY MONEY ON CONTRACTED-OUT WORK

Each city could identify what temporary clerical help and other services, such as janitorial and security, it now contracts with private companies to provide. By creating in-house programs to provide those same services, the City could channel the money it now spends on overhead for those services towards hiring welfare recipients instead.

For example, the State of Pennsylvania has been operating successfully just such a "temp pool" for clerical and janitorial workers for a number of years. As workers fulfill hours in the temp pool, they attain seniority credits which help qualify them for promotions into full-time openings as they become available. Having about 100 - 150 "Limited Term Clerks" and "Limited Term Typists" in the temp pool at any one time, 730 pool employees have been placed into permanent full-time positions over the life of the program, with only one not completing his probation period. While serving in the temp pool, the workers have an opportunity to learn different work environments and get "tried before they buy" by the employing agency that may have vacancies.

Not initiated as a welfare-to-work program, the proto type lends itself to expansion to provide work for welfare recipients. Such positions would be funded by grant-diversion and savings from city contracts.

IV. WHAT THE UNION WILL PROVIDE WELFARE RECIPIENTS

The Union involvement in this Partnership will be:

- To help design the program and identify work and training opportunities;
- To negotiate over the size of program and duration of certain "slots";
- To ensure against displacement of existing workforce;
- To represent them in workplace matters;
- In appropriate situations, to offer mentoring/shadow relationships for recipients on work sites.

For newly created grant-diversion positions, which would include On The Job Training positions and transitional employment, represent welfare recipients and negotiate on their behalf over:

- Wages and other incidentals/allowances;
(Assumes employer pays FICA, if necessary, and workers' comp;
Assumes recipients qualify for Medicaid)
- Sick leave, vacation, personal leave - as permitted under welfare program;
- Working conditions, including creating a grievance procedure;
- Probationary periods and promotional opportunities;
- For training positions, to represent welfare recipients as they become "paycheck" employees; and
- To work with the City and Federal Government to maximize funding sources to defray costs of programs.

See attached examples from Pennsylvania's Temp Pool and New York City's Board of Education program and a pilot proposal for home health aides from California.

**SAMPLE EXAMPLE OF COSTS INCURRED AND FUNDING AVAILABLE
(1997 est.)**

	DETROIT	PHILADELPHIA	NEW YORK CITY
Cost of each placement: 20 hrs/wk at \$5.15/hr for full year	\$5,315	\$5,315	\$5,315
Cost of 25% "roll up" to cover FICA (if necessary), Workers' Comp, UI, other allowances or wage increases	\$1,328	\$1,328	\$1,328
Total Cost to City for each 1,000 placement it accepts	\$6.7 million	\$6.7 million	\$6.7 million
Average Cash Grant (plus Food Stamps) per month	\$570	\$542	\$678
Total grant diversion available to City for each 1,000 recipients	\$6.8 million	\$6.5 million	\$8.1 million
State's TANF "Windfall"	\$65 million	\$186 million	\$350 million
State's Federal Child Care Funds Available	\$56 million	\$127 million	\$258 million
State's Projected General Fund Budget Surplus	\$1.2 billion	\$4.3 million	\$360 million

OTHER SOURCES OF POSSIBLE FUNDS

Social Services Block Grants
 Community Services Block Grants
 Community Development Block Grants
 Medicaid Reimbursements
 JOLI
 Empowerment Zone Funds
 Bridges to Work Demonstration
 Job Plus Demonstration
 JTPA
 Perkins Grants
 ISTEA
 State Training Grants/Programs
 State Child Care Funds

Pending \$3 Billion Job Creation Initiative

ATTACHMENTS

Clerical/Custodial Pool
negotiated by Council 13 AFSCME
and the Commonwealth of Pennsylvania



Edward J. Keller
Executive Director

Council 13 AFSCME
4031 Executive Park Drive
Harrisburg, PA 17111-1599
Telephone: (717) 564-9312
Internet: <http://www.afscme13.org>

Clerical/Custodial Pool
*negotiated by Council 13 AFSCME
and the Commonwealth of Pennsylvania*

The Clerical/Custodial Pool (pool) was created in 1991 in response to AFSCME's attempt to reduce the Commonwealth's reliance on private temporary help contracts. The contract language, (see Attachment A) provides that employees of the pool will not be used to reduce the number of permanent employees. To accomplish this goal the language further provides that pool employees can not be assigned duties which are permanent and full-time in nature. The language further provides that the parties will establish the salaries and working conditions of the pool employees. The pool is administered in two groups, clerical and custodial, and is used only in Dauphin County.

Salaries, working conditions of pool employees

The parties have since negotiated an agreement establishing the salaries and working conditions of the pool employees. (see Attachment B -- current agreement). The agreement, in addition to establishing the salaries of the pool employees, gives the employees rights to entry level vacancies for which they qualify. This agreement is renegotiated after the conclusion of each Master Agreement negotiations. The salary/working conditions agreement is currently being renegotiated.

Custodial Pool – Adjunct Custodial Workers

The custodial pool is administered by the Department of General Services and the employees are known as Adjunct Custodial Workers. These employees by agreement are assigned duties that would be considered permanent and full-time. This occurs because by their very nature, custodial duties are permanent and necessary and do not occur in temporary spurts as in the clerical field. Regardless of this, we were successful in eliminating most of the private custodial contracts, and this has resulted in approximately 40 workers being hired from the pool into permanent full-time custodial worker positions. There are currently 51 Adjunct Custodial Workers participating in the pool.

Clerical Pool – Limited Term Clerks and Limited Term Typists

The clerical pool has two groups of employees, Limited Term Clerks and Limited Term Typists. All Clerical Pool employees must pass a Civil Service test to enable them to be assigned to Civil Service and non-civil service jobs. This program is administered by the Bureau of State Employment (BSE) a part of the Office of Administration. This bureau acts as a temporary employment agency for Commonwealth agencies in Dauphin County. When an agency needs temporary clerical help they contact BSE and the appropriate clerical person is assigned. Since

the inception of the program 730 pool employees have been placed into permanent full-time positions with only one not successfully completing his probationary period. There are currently 128 Limited Term Clerks and 106 Limited Term Typists for a total of 234 employees participating in this pool.

Welfare to Work Program

Our current negotiations over the pool agreement includes discussions over incorporating the Welfare to Work Program into the pool structure. We believe that the pool arrangement not only provides a cost effective way of meeting the temporary needs of the Commonwealth but also provides an effective way of training prospective employees and evaluating their job performance and work habits before committing them to a permanent job. We believe the pool arrangement has proven itself an excellent tool in recruiting for Commonwealth vacancies given the fact that only 1 of 730 pool participants didn't complete the probationary period. We also believe the pool arrangement can serve the same purpose for welfare recipients in order to place them in Commonwealth jobs, other local government positions or in the private sector.

This program has been a plus for the Union. It has virtually eliminated private contracts for clerical and custodial workers and gives us control over the kind of work assigned to temporary workers, and possibly welfare recipients, in the Commonwealth agencies.

Attachment A

Master Agreement
between
Commonwealth of Pennsylvania
and
Council 13, American Federation of State,
County and Municipal Employees, AFL-CIO
Effective July 1, 1996 to June 30, 1999

Article 44 TEMPORARY POOL EMPLOYEES

Section 1. The Employer agrees to the creation of an employment pool of temporary employees, to be comprised of temporary employees capable of performing temporary clerical or custodial duties within the Capitol Complex in Harrisburg. Additionally, the Commonwealth will continue to meet with AFSCME and review the possible expansion of the pool concept to include other classifications of temporary employees throughout the Commonwealth.

The employment pool will be administered by the Employer and a quarterly report containing the name, social security number, home address, classification and hours worked to date, will be supplied to the Union. The Commonwealth will have the right to establish reasonable standards for the work performed by pool employees.

The parties agree that employees covered by this Article will not be used to reduce the number of permanent employees performing the levels of work existing as of the ratification date of this Agreement. To that end the parties agree that employees covered by this Article will not be assigned to perform duties which are permanent and full-time in nature.

Section 2. Salaries, working conditions and other articles of the agreement which will be extended to employees of the pool shall be established between the parties.

Attachment B

An Agreement between
Council 13 AFSCME
and the
Commonwealth of Pennsylvania
establishing salary and working conditions for a

Clerical/Custodial Pool

Temporary Pool Employees

In accordance with Article 44, Section 2 of the AFSCME Master Agreement the parties agree the following shall establish the salary, working conditions and Articles of the Master Agreement which are applicable to all temporary clerical pool employees and temporary adjunct custodial pool employees.

Salary

Effective January 8, 1994 the following pay structure will go into effect:

Clerical Pool Worker -

<u>Credited Seniority Hours</u>	<u>1-8-94</u>	<u>1-7-95</u>	<u>1-6-96</u>
Up to 1350 hours	\$6.60	\$6.60	\$6.85
Over 1350 to 2700 hours	\$6.85	\$6.85	\$7.05
Over 2700 hours	\$6.85	\$7.10	\$7.25

Custodial Pool Worker -

<u>1-8-94</u>	<u>1-7-95</u>	<u>1-6-96</u>
\$6.60	\$6.60	\$6.85

Employees will be placed on the pay schedule outlined above in accordance with the number of credited seniority hours as of December 24, 1993. Employees will then move to the next higher step of the pay schedule effective the beginning of the pay period following the pay period in which they obtain over 1350 or over 2700 hours as applicable.

Credited seniority hours shall be defined as all hours worked in the pool from February 10, 1992 through December 24, 1993. Effective December 25, 1993, only regular hours worked in the pool will be counted as credited seniority hours.

The following shall constitute a break in service: resignation, separation for just cause, absence without leave for five consecutive working days, failure to report after leave and acceptance of other permanent employment while on leave. If service is broken by any of the above, the employee shall lose seniority hours. If an employee is returned within one year after such break in service, the employee shall be credited, for pay and seniority purposes, with the number of seniority hours accrued up to the time the break in service occurred but shall not be entitled to any credit for the time represented by such break in service.

Renegotiations

We are currently renegotiating the rates for 1997 thru 1999.

Seniority

Employees will earn seniority credit for each regular hour paid. An employee covered by this Appendix who becomes permanent cannot carry the seniority earned under this Appendix with them into the permanent job.

Bidding/return rights

After working 1465 hours as a pool employee, employees covered by this Appendix shall be given preference for permanent entry level vacancies for which they qualify. The three most senior interested employees will be considered for the vacancy. The Employer reserves the right to refer employees with less than 1465 hours, when, in the Employer's judgement the employees possess the required knowledge, skill and ability for the job opening. Additionally, when special circumstances exist the Employer reserves the right to recruit into these vacancies from outside the clerical pool.

Employees promoted into permanent agency vacancies through the pool's bidding/placement process, who elect to return, or are returned due to failure to successfully complete their probationary period will be ineligible to bid on vacancies from the same agency they returned from, for a period of 6 months from the date of return to the clerical pool.

A vacancy for purposes of this provision will not include any vacancy to which a current permanent employee would have a seniority claim.

Contractual probationary period

Upon attaining permanent status, an employee who has worked 975 hours as a pool employee or more will serve a 90-calendar day probationary period. Employees who have worked less than 975 hours as a pool employee will serve a six-month probationary period.

Overtime

Employees who work in excess of 40 hours in a work week shall be paid at the rate of time and one-half for all hours worked over 40.

Meal periods

Employees will receive a 30 minute unpaid meal period after working four consecutive hours, unless their work assignment ceases and the employee goes home. This meal period will be scheduled prior to the end of the employee's fifth hour of work.

Union security/dues deduction

The provisions of Articles 3 and 4 are applicable to employee covered by this Appendix.

Sick leave without pay, parental leave without pay, and family care leave without pay

Employees who have been employed at least 12 months and have been paid for at least 1250 hours during the previous 12 month period, are entitled to a total of 12 weeks of leave without pay, without benefits in a 12 month period for purposes of leave for serious health condition, parental leave, and/or family care leave, as those leaves are described "Family and Medical Leave Act of 1993" and Title 29, Part 825 of Federal Regulations.

Leaves of absence without pay for union business

The provisions of Article 17, Section 3, are applicable to employees covered by this Appendix.

Discipline

The provisions of Article 28, Section 1, apply to employees covered by this Appendix after completion of 1,950 regular hours of work.

Uniform, clothing and equipment

The provisions of Article 31 apply to the employees covered by this Appendix.

Discrimination/employee treatment

The provisions of Article 32 apply to the employees covered by this Appendix.

Miscellaneous provisions

The provisions of Article 36, Sections 1, 2, 3, and 10 are applicable to employees covered by this Appendix. The provisions of Section 7 will apply only after the pool employee reports to the designated work site. If any current/former employee wishes to become part of the employment pool, they shall be allowed to do so. However, their rate of pay and benefit entitlement (if any) shall not exceed the maximum paid to a pool employee.

Affirmative action

The provision of Article 37 apply to employees covered by this Appendix.

Grievance and arbitration

The provisions of Article 38 apply to employees covered by this Appendix.

Safety and health

The provisions of Article 39 apply to employees covered by this Appendix.

Political action

The provisions of Article 42 apply to employees covered by this Appendix.

The term of this Agreement shall be in accordance with Article 45 of the AFSCME Master Agreement.

Michael Fox
AFSCME Council 13
Date: 12/16/93

William Trusky
Bureau of Labor Relations
Date: 12/16/93



LOCAL
372
N.Y.C. Board of
Education Employee

125 Barclay Street, New York, N.Y. 10007 (212) 815-1050

Affiliated with District Council 37, American Federation of State, County & Municipal Employees, AFL-CIO

CHARLES HUGHES
PRESIDENT
BETTY SILVERSTEIN
EXEC. VICE PRESIDENT
VINCENT LYNCH
VICE PRESIDENT
CATHERINE BRUNO
VICE PRESIDENT
ERNESTINE WILLIAMS
TREASURER
MILDRED STEPHENS
COMPTROLLER
YETTA AUERBACH
RECORDING SECRETARY
JOSEPHINE BATTISTA
SGT. AT ARMS
CARL GAITHER
SGT. AT ARMS
CARMEN COLON
SGT. AT ARMS
JOHN WASHINGTON
SGT. AT ARMS
NORMA SCHILD
S.A. CHAIRPERSON
JESSIE BLACKSTON
SECRETARY
ROVENA DANIELS
M/A S.L. CHAIRPERSON
LOUELLA BRADY
SECRETARY
KATHLEEN HARLEY
HOURLY S.L. CHAIRPERSON
MABEL McNEILL
SECRETARY
LILLIE PARHAM
PARAS CHAIRPERSON
FRANKLIN SPEAR
SECRETARY
HENDERSON DAVIS
S.N.W. CHAIRPERSON
SHEILA ORR
SECRETARY
LINWOOD DANIEL
SAPIS CHAIRPERSON
REBECCA MARSTON
SECRETARY
LUCILLE JAKUBEC
S.C.G. CHAIRPERSON
EFFIE TUCKER
SECRETARY
MAE THOMAS
TRUSTEE
ANNA COLEMAN
TRUSTEE
SYLVIA SHIELDS
TRUSTEE
ALISA ROGOSIN
CHIEF ASST TO PRESIDENT

**LOCAL 372
DISTRICT COUNCIL 37
AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES**

**WORK EXPERIENCE PROGRAM
WITH THE
NEW YORK CITY BOARD OF EDUCATION**

BACKGROUND:

Local 372, a local of twenty two thousand members in both the New York City Board of Education and the New York City Police Department, has its own bargaining district with the City of New York. Local 372 represents approximately twenty two thousand members, including eight thousand school lunch helpers, eight thousand school aides, twenty six hundred paraprofessionals, eight hundred substance abuse prevention intervention specialists (drug counselors), other Board of Education titles, and two thousand school crossing guards hired by the New York City Police Department.

Local 372 has long been active in both community and legislative initiatives. In early 1995, Charles Hughes, president of Local 372, began discussions with then New York City Schools Chancellor Ramon Cortines and Mayor Rudolph Giuliani. From those discussions evolved meetings with representatives of the Board of Education, the Mayor's office, the City Office of Human Resources Administration, and the City Office of Personnel.

It was proposed by President Hughes and later expanded on by a special committee that the overall intent and philosophy of the proposed Workfare Experience Program would be as follows:

1. To provide reliable employees to carry out selected, non-instructional responsibilities in the schools.
2. To provide a successful work experience for workfare participants.
3. To prepare workfare participants for permanent job placement.

4. **To provide opportunities for adult, basic secondary and post-secondary education and vocational training as appropriate for workfare participants.**

The Board of Education already had some participants in the Workfare Experience Program at the Central Board, working mainly in clerical functions. However, there was no intent by the Board of Education to hire them in any permanent jobs. The Local 372 program was developed only with permanent job placement as its final goal. Local 372 had previously developed a joint effort with the Board of Education called Project Step, which basically took unemployed youth and young adults off the streets and provided them with adequate training and mentoring so they could become permanent employees. This program provided the necessary background for the successful WEP effort with the Board of Education.

Therefore, in March, 1995, the parties came up with the following proposed agreement which was subsequently approved by both the Board of Education and the Mayor's office.

Elements of the joint proposal included:

There would be created a joint training and job placement program in titles represented by Local 372, probably in the Board of Education school lunch program. The inclusion of other titles will be discussed at a later date.

The workfare program would lead to Board of Education jobs after a period of work experience and job training. The jobs will offer union-negotiated pay and benefits.

The workfare program would provide welfare recipients a radically different work-study experience program in that it would provide a truer work experience. The program is seen as a bridge to a paid position with the Board of Education.

The Union will be involved as an equal partner from the very beginning and in all levels of the planning and execution of the program.

There will be screening and orientation for the welfare recipients applying for the program.

The Union will address any issues related to impact on existing Board of Education employees.

The Union will provide support services as needed (training, GED, mentoring, etc.)

The agreement in principle is for only a program in the Board of Education. No such agreement has been contemplated with other city agencies who plan to use welfare recipients in work experience plans.

One reason why the Local 372 program is successful is because members of Local 372 are involved in the one on one mentoring process that takes place at the school level. Local 372 members help the employees become orientated to all factors of the job. This is after the employee has undergone formalized training sponsored by the Board of Education.

SUCCESS RATE:

So far, we have had seventy one workfare participants promoted to permanent positions, out of the total training population of seventy four. We now have twenty three new trainees who have recently started with the Board of Education. Obviously, as far as percentages of those who stay working are a concern; this has been a very successful program. New York City recently audited its training programs for people on public assistance; it found that only twelve per cent of those placed in jobs had gotten off welfare, and were still working ninety days later.

PROGRAM DESIGN:

The Board of Education and the City of New York, in cooperation with Local 372, Board of Education Employees and District Council 37, American Federation of State, County and Municipal Employees, proposes to identify, assign and train Work Experience program (WEP) Home Relief recipients for positions developed by the Board of Education as Food Service Helpers. Those selected will work for a period of four months as trainees. Local 372 and the District Council 37 Education Fund will provide

to program participants employment counseling and job preparation skills. The WEP Participant Services Unit (PSU) will respond to participants' problems, such as unresolved timekeeping, personal or work related issues. Problems directly related to a participant's public assistance case, such as a budgetary question or case closing not related to WEP, will be referred to the City Human Resources Administration. Successful trainees will be hired for positions as School Lunch Helper. If, at the end of the training period, the number of candidates exceeds the number of vacancies, every effort will be made to place candidates in jobs developed by a program advisory committee. The committee will be jointly appointed by the City, Local 372, District Council 37 and the Board of Education.



United Domestic Workers of America

June 2, 1997

State Office: 610 Gateway Center Way, Suite K
San Diego, California 92102
(619) 263-7254

Honorable Senator Michael Thompson
Co-Chair, Welfare Reform Special Committee
State Capitol Building
Sacramento, California 95814

Re: **Diversion of TANF Client to Vacant Jobs in the
In Home Supportive Services (IHSS) Program - Support**

Dear Senator Thompson:


United Domestic Workers of America supports the proposed Option to establish a pilot program whereby current welfare recipients will be screened, trained, supervised and matched with job openings in the IHSS program. Caring for the sick, elderly and disabled is a noble calling. With a few enhancements to the minimum wage, lack of benefits and absence of work standards that exists throughout most of the IHSS program, this calling could also become a good job and an excellent career opportunity.

The one issue upon which there is virtual agreement among all constituents, interest groups, advocates government officials and policy advisors is that it is often difficult for many IHSS recipients, particularly the elderly and severely impaired, to locate, train, supervise and retain qualified home care workers. Turnover is very high and there is a constant need for new workers who are properly trained and have appropriate incentives and support to stay on the job. The need for home care is growing at a rapid pace yet the high turnover and lack of available workers threatens to deny these services to those in need thereby resulting in more costly service alternatives such as nursing homes, hospitals and other institutions. Without some enhancements these IHSS positions cannot really be viewed as jobs. But with a targeted investment to provide health insurance, mileage and fringe benefits, training and supervision, California will be creating jobs out of unstructured work openings.

The proposed job Option will protect the clients' right to select their own home attendant and allow participating counties to establish or expanding existing IHSS programs, such as fee-for-service contracts and public authorities, which would serve to provide the necessary administrative coordination to fulfill the pilot objectives. These entities would perform the screening, training and supervision functions as well provide quality assurance in the delivery of services to recipients and the work performed by new trainees.

This proposal will provide real jobs with a future, transferable skills and gainful work experiences in the expanding field of home care, for properly matched welfare recipients. We ask for your support.

Sincerely,


Ken Seaton-Msemaji
President

KSM:ifj

"WELFARE TO HOME CARE"
A JOBS CREATION AND PLACEMENT PROGRAM FOR
CALIFORNIA WELFARE RECIPIENTS

PROPOSAL: Establish a four to five county pilot program in which current welfare recipients are screened, trained, appropriately matched and supervised to work as home care employees under California's In Home Supportive Services (IHSS) program. Statewide implementation will be evaluated in the near future.

Jobs will be made available based on the high turnover in the IHSS program. There will be no displacement of existing employees. Selected counties will participate at no cost to the county and IHSS recipients will have the right to select their individual care provider. The success of this effort will require maximum cooperation and partnership between state and county government, private home care providers, IHSS employee representatives and advocates of IHSS recipients. Participating counties will be expected to create and maintain these partnerships.

BACKGROUND: The IHSS program provides personal care and domestic services to frail, elderly, blind and disabled individuals enabling them to remain safely in their own homes and out of costly institutions. There are nearly 200,000 individuals who receive care under the IHSS program. With a turnover rate of at least 25% there are 50,000 IHSS jobs to fill each year. Over 95% of IHSS services are provided under the Individual Provider (IP) method in which there is no screening, training or supervision of employees and no oversight of program services - none of the basic components associated with a job.

Nearly two thirds of IHSS recipients are elderly yet under the IP system an elderly recipient who needs significant assistance in locating, supervising and replacing a home care worker is treated the same as a highly self directing young disabled recipient who needs minimal outside help to manage his/her own care. Both recipients are required to find and supervise their own help which is often difficult even for the most able-bodied. Services are not monitored and little employment statistics or long term care service documentation is maintained. By providing an employer of record, through a contract agency or public authority, pilot program counties will be able to preserve client rights and independence and handle employee payroll, set up registries for recruitment and training, and provide substitutes, emergency back ups and oversight of services.

IHSS is funded by the federal government (Title 19/Medicaid), the state and counties. About 60% of IHSS cases are Personal Care Service Program (PCSP) cases which are funded at 50% by Medicaid. Jobs for welfare recipients who serve PCSP cases under the IHSS program will have 50% federal funding.

IHSS home care employees are predominantly female and middle aged. Many are sole providers of their families and single heads of households. The vast majority do not have formal education or training beyond high school. The Individual Provider program under IHSS employs workers at minimum wage with no health insurance, sick leave or other fringe benefits. There is no pay differential for those who take care of severely impaired recipients or who possess special training, certification or extensive experience. Wages are only increased when the legal minimum wage goes up. Because of the low wages and lack of benefits some individuals who work under this program are on public assistance themselves. Recent increases in the minimum wage address some of the pay inequities but the lack of benefits and long term economic incentives create an unstable, transitory workforce and results in thousands of new job openings every year. The elderly and disabled population is growing at a rapid pace. The 85 and older population is projected as the single fastest growing age group. The need for home care and IHSS is expected to grow as well.

A small, targeted investment in the IHSS program could turn the current revolving door of home care into a real job opportunity and career starter for thousands of welfare recipients across the state. This investment would be dedicated to providing health insurance and basic job benefits, economic incentives for successful completion of training and probation, enforcing job and service standards in the areas of employee recruitment, screening, training and supervision, and monitoring the delivery of services to recipients. Currently, counties are sometimes reluctant to contract with home care agencies for IHSS because they are charged a higher hourly rate to pay for these necessary employment provisions. If this extra county cost were defrayed as part of a welfare-to-work program, this reluctance might turn to enthusiasm.

Demonstration counties will provide services under one of several or an integration of different IHSS service modes which will have the administrative component needed to provide structured training or access to training, supervision or oversight and gainful work experiences for welfare recipients.

DESCRIPTION OF DEMONSTRATION PROGRAM COMPONENTS:

• This demonstration program will be conducted in a cross section of four to five different counties representing a total of about 30,000 IHSS cases. At a 25% turnover rate, there are 7,500 new IHSS employees hired each year to care for these 30,000 elderly and disabled recipients. An additional four to five counties or locations may be added for a combined total of 50,000 IHSS cases. This would generate up to 12,500 new jobs per year. With a targeted program to recruit, screen and match job seekers to these openings many, perhaps most, of these positions could be filled with welfare recipients.

• Selected counties will meet the following program provisions. All costs beyond current county spending required to implement these demonstration program requirements and monitor the results of this project, not otherwise reimbursed by Medicaid, will be borne by the state.

1. Recruit IHSS job applicants directly from current welfare recipients and perform criminal background checks, screening, reference checks and in-person interviews of applicants.

2. Notify IHSS recipients of the possibility of getting home care workers through the welfare-to-work contractor or public authority but allow recipients to retain the right to select, reject or change any worker.

3. Provide at least twenty 20 hours of pre-placement training/orientation to all applicants in home care service delivery skill development and basic employment and job retention skills. Successful applicants will be immediately placed in any available opening. Within ninety days of hiring provide at least ten additional hours of specialized training for employees serving severely impaired recipients.

4. Assign each welfare recipient a job supervisor who will monitor work performance, including holding regular meetings with each employee to provide direct evaluation of work and personal progress and assist in promoting the development of good job skills.

5. Conduct regular in-home visits of IHSS recipients to evaluate the work and services provided and the condition of the service recipients and their homes.

6. Provide an economic incentive of \$.25 per hour above minimum wage to all employees after the successful completion of a reasonable probationary period and an additional \$.50 per hour pay differential for those serving severely impaired recipients. Provide health insurance for full-time employees (full-time is 32 hrs/week in IHSS) and paid benefits including sick leave, holidays, vacation mileage and/or bus fare.

7. Allow existing IHSS recipients the option to select to receive services under any available mode in the county. Place incoming IHSS recipients into a supported care mode of service with the ability to opt out of such mode and select a different method of care.

8. Recognize the right of employees to exercise collective bargaining representation and any other existing employee workplace provisions as set forth by applicable federal and state law and work in conjunction with any designated employee representative organization in order to ensure maximum cooperation and success in recruitment and placement of applicants, provision of job-based and social support services and assistance with ongoing follow-up and transition to long term employment.

9. Conduct program and fiscal monitoring of job placement agencies at least quarterly.

10. Counties with existing IHSS fee-for-service agency contracts or public authorities may expand these programs in order to provide the systematic recruitment, screening, training, supervision and employment of welfare recipients, ongoing in-home monitoring of IHSS recipients, oversight of IHSS program services and any necessary fiscal and program reports related to this project.

OTHER DEMONSTRATION PROGRAM PROVISIONS:

• It is intended that a variety and mix of IHSS service modes be utilized to determine the most cost effective methods of implementing this demonstration program and achieving the established job placement goals. This will include use of the fee-for-service agency contract, public authority, agency-supported individual provider method as well as preserving the current Individual Provider option.

• There will be a fast-track procurement process for agency contracts.

• The director shall have authority to waive regulations or statutes as may be necessary to ensure the expeditious implementation and success of these projects.

• The Governor's office will determine the final selection of counties participating in this program.