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February 24, 1997

NOTE FOR SYLVIA MATTHEWS
JOHN PODESTA

FROM: BRUCE REED
ELENA KAGAN

We will get you a proposal
tomorrow based on this memo and
our conversations with OPM.

ROUTING AND TRANSMITTAL SLIP

Date 2/19/97

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. *		

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

REMARKS.

Copy for: Sylvia Matthews
John Podesta

BR

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FROM: (Name, org. symbol, Agency/Post)	Room No.—Bldg.
James B. King, Director	Phone No. 606-1000

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UNITED STATES
OFFICE OF PERSONNEL MANAGEMENT
WASHINGTON, DC 20415-0001

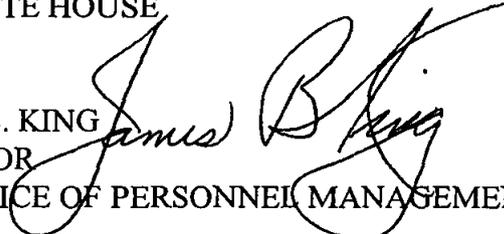
OFFICE OF THE DIRECTOR

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
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
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
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

**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

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.

**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