

Senate bill would end preferential treatment for Cuban immigrants By William E. Gibson Fort Lauderdale Sun-Sentinel

WASHINGTON Cuban immigrants would no longer get preferential treatment under a proposed immigration overhaul working its way through the Senate.

The bill would repeal the special status enjoyed by Cubans since the height of the Cold War three decades ago.

"It (the special status) is just absurd," said Sen. Alan Simpson, R-Wyo., chairman of the Senate Subcommittee on Immigration. "You can be an illegal (Cuban) resident, go to stay with a relative, then show up a year later and get a green card."

Repeal of the Cuban Adjustment Act is one part of Simpson's sweeping immigration-control bill. Other provisions would beef up enforcement in Florida and other states, crack down on employers who hire illegal aliens, speed the deportation of criminal aliens and set up a national identification system to prevent illegal aliens from getting jobs.

The legislation reflects a strong political trend toward an immigration crackdown.

Immigration control is one aspect of government that is bound to grow while other federal jobs and spending get whacked. It also is a rare example of bipartisanship. President Clinton as well as Republican leaders are proposing spending increases and tougher controls to restrict immigration.

Florida Gov. Lawton Chiles endorsed those measures when he testified before Simpson's subcommittee on Tuesday.

Chiles praised the Clinton administration for fending off Cuban and Haitian boat people bound for Florida last year. And he praised plans by the administration and Simpson to expand the Border Patrol, deport criminal aliens and set up a national identification system.

Answering critics who say an I.D. card would be an intrusion by the government, Chiles said asking a job applicant to show such a card would be no more intrusive than asking someone to show a credit card or driver's license when cashing a check, the governor said.

"Until we have a way to verify identity in our country, we will never control the borders," Chiles said.

Attorney General Janet Reno told Simpson the administration was already moving in the direction he wanted to go. The administration's proposed budget would boost immigration spending by \$1.2 billion, a 93 percent increase since 1993.

But Reno said repeal of the Cuban Adjustment Act might be premature.

The law has allowed Cubans almost unlimited access to this country and provided them with work permits and other special benefits. But the administration last year said a close reading showed it did not stop the government from detaining or excluding Cubans. The new interpretation was used to justify sending thousands of rafters to "safe havens" outside the country.

Reno, echoing Cuban-American leaders, said the law nevertheless should remain on the books until democratic government returns to Cuba.

But some senators said the time had come to do away with the law.

"I'm not sure the Cuban Adjustment Act does one whit to bring democracy to Cuba," said Sen. Paul Simon, D-Ill. He said Cuba's human-rights policies were no worse than those of China, a trading partner of the United States.

"Our policy toward Cuba is one that has grown out of passion, not reason," Simon said.

White House Approves Six-County Welfare Demo Project in Oklahoma By Jim Myers, Tulsa World, Okla. Knight-Ridder/Tribune Business News

WASHINGTON--Mar. 14--The Clinton administration granted approval Monday of a six-county welfare demonstration project in Oklahoma that, if successful, could help overhaul the state's entire welfare program.

In the works for two years, the project will allow state officials to require welfare recipients to find employment after three years or work at least 24 hours a week on a subsidized job.

In addition, recipients will be able to keep some of their earnings without losing benefits, the principal wage earner in a two-parent family will be able to work more than 100 hours per month, and the car allowance will go up to \$5,000.

Named "Mutual Agreement - A Plan for Success," the five-year project will cover recipients in Creek, Grady, Jackson, McCurtain, Okmulgee and Seminole counties.

"This new project reinforces the value of work and helps people move from dependence to independence," Health and Human Services Secretary Donna Shalala said in announcing her decision.

"The administration has now granted waivers to half the states, giving them the flexibility to implement welfare reform that meets local needs and circumstances," Shalala said.

Bill Wilkinson, a Tulsa attorney and member of the state welfare commission, said Oklahoma could become one of the first states to overhaul its entire system if the project succeeds.

Wilkinson was chairman of the subcommittee that drew up the request. He stressed that Oklahoma's plan was submitted months before "all the latest rhetoric" on welfare reform.

"Commissioners of the Department of Human Services realized the importance of emphasizing work rather than welfare several years ago," Wilkinson said.

"We wanted to devise a plan which we thought would emphasize work and which would allow welfare recipients to break the welfare cycle."

He said the five waivers included in the program are designed to do away with the disincentive for people to leave the welfare rolls.

For example, Wilkinson said, the current rules set the earnings level too low for losing benefits.

"It was unrealistic," he said. "They (welfare recipients) could not survive. It discourages the person from crossing the threshold."

Wilkinson said the plan is designed to be cost neutral. U.S. Sen. Jim Inhofe, R-Okla., also applauded Shalala's announcement. "Giving the states flexibility, cutting out federal requirements, these are positive steps which will help foster real reform," Inhofe said.

Before announcing it, Shalala discussed her decision with Gov. Frank Keating by telephone.

Dan Mahoney, Keating's director of communications, said Shalala called the Oklahoma project one of the best reform plans she has seen and suggested it could become a national model.

Last week, the state House of Representatives approved a bill supported by Keating to limit welfare payments.

Mahoney said the project approved by Shalala dovetails with that bill. George Miller, the DHS director, said Monday he wants to make sure Oklahoma won't be forced to stick with various waivers outlined in the program if the federal and state governments adopt some welfare changes already being discussed.

Miller said the state will ask the federal government for answers on those conditions before a decision is made

WR-Oklahoma

on accepting the terms set by the federal Health and Human Services.

Miller said the proposal would be taken to the state Human Services Commission after the terms and conditions are reviewed. The next commission meeting is March 28.

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**DRAFT***WR - Oklahoma***Talking Points****Oklahoma Waiver - "Mutual Agreement, A Plan for Success (MAAPS)**

"This new project reinforces the value of work and helps people move from dependence to independence"

Secretary Shalala

**On March 2, 1995, Oklahoma receives its second waiver from the Clinton Administration, to help people move from welfare to work. With half the nation already testing innovative welfare reform strategies, the Clinton Administration continues to give states the flexibility to move families from dependency to real opportunity. President Clinton supports Oklahoma's efforts to reinforce and reward work.**

**Oklahoma's new welfare demonstration project builds on the principles of President Clinton's vision for welfare reform: work and responsibility. Oklahoma's MAAPS project is focused on work with both incentives and requirements for recipients to transition from welfare to economic self-sufficiency.**

**Oklahoma's waiver demonstration embodies President Clinton's ideal that welfare should be a transitional support system, rather than a way of life, by providing opportunity, but demanding responsibility in return. With the approval of this waiver, Oklahoma becomes the 12th state to test time limited benefits. After receiving AFDC benefits for 3 years in any five year period, recipients unable to find employment will be required to work in a subsidized job.**

**The Oklahoma MAAPS project provides real incentives to make work pay. Oklahoma is eliminating the 100 hour rule for recipients in the AFDC Unemployed Parents (AFDC-UP) program, removing a disincentive to work and promoting two parent families. The waiver also permits Oklahoma to increase earnings disregards and the automobile asset limit, making work more attractive than welfare and helping to ensure that transportation needs are not an impediment to work.**

**The MAAPS demonstration focuses on work from the very first day an individual enters the welfare office. Similar to the personal employability plan provision in the Work and Responsibility Act of 1994, welfare recipients in the MAAPS demonstration will enter into an "upfront social contract" which will assess their abilities and outline their rights, responsibilities, and the consequences for failure to comply.**

**Oklahoma is committed to providing the support needed to end long-term welfare dependency, helping people get off and stay off of welfare. The MAAPS project will provide intensive case management for three specific groups: teen parents, long-term AFDC recipients, and recipients with a continuing cycle of dependence on welfare.**

**Oklahoma's new welfare reform program builds on its previously approved, ongoing project which promotes parental responsibility by encouraging education. Last year Oklahoma received a federal waiver to require teens to attend school regularly.**

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Congress of the United States  
House of Representatives  
Washington, DC 20515-3604

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FROM: MICHELE GABERT

NUMBER OF PAGES (including cover) 9

COMMENTS: Please let me know if you need  
more info - Gov. Walters hasn't made  
any press statement specifically on Oklahoma's  
Welfare Reform

If all pages are not received, please call 202-225-6165.



STATE OF OKLAHOMA

DAVID WALTERS  
GOVERNOR

August 14, 1993

My Fellow Governors:

The attached document is a summary of the work being done within the Oklahoma Department of Human Services relative to welfare reform. This effort combines two of my major initiatives: first, to implement meaningful welfare reform in Oklahoma and second, to institute quality management throughout Oklahoma state government.

The quality team that is developing recommendations regarding welfare reform has been working together since the first of May and I understand that they expect to complete their work by the end of September. I will send you and the head of your human service agency each a copy when the final report is published.

Sincerely,

A handwritten signature in cursive script that reads "David Walters".

David Walters

# **WELFARE REFORM FOR THE 21ST CENTURY**

**CONSERVING OKLAHOMA'S  
MOST VALUABLE RESOURCE  
ITS PEOPLE**

**INTERIM REPORT OF THE  
OKLAHOMA DEPARTMENT OF HUMAN SERVICES  
WELFARE REFORM TASK FORCE**

## **OKLAHOMA'S AID TO FAMILIES WITH DEPENDENT CHILDREN PROGRAM:**

### **PROGRESS AND PROSPECTIVE**

Oklahoma's historic solutions for addressing human service needs combined a deep respect for the worth of each human with a strong belief that people must take as much responsibility as possible for assuring their own well-being. To that end, Oklahoma has aggressively promoted employment and training programs since the 1960's, has been active in shaping the national welfare agenda, and has been an innovator in program development.

Drastic changes in AFDC eligibility criteria implemented in 1991 were paired with new federal regulations which required AFDC registrants to take any job which became available. A monthly average of 24,016 Oklahoma families received AFDC assistance in FY-1983 following the implementation of the more stringent requirements. This constituted a drop in the average monthly caseload from 30,859 in FY-1981 and 25,913 in FY-1982.

About the same time, the Oklahoma Department of Human Services (DHS) began a WIN demonstration project which tested the feasibility of granting no exemptions from work registration because of the age of the children in the family. This resulted in DHS providing its employment and training program to a much greater percentage of the AFDC caseload than most states.

During the ten years from FY-1983 through FY-1992, DHS placed approximately 7,000 adults in AFDC families in full time un-subsidized employment each year. An estimated 70,000 persons were placed in full time jobs. These placements were made in an extremely weak economy and resulting job market requiring an even stronger commitment of time, energy and other resources on the part of DHS.

By the end of FY-1988 when the Family Support Act was passed, the average monthly number of AFDC families receiving assistance had risen to 35,091, an increase of 32% since FY-1983. Because of Oklahoma's WIN demonstration and other state initiatives, the state was able to fully implement the Family Support Act from its onset. The caseload continued to grow. At the end of FY-1992, the average monthly number of families receiving AFDC in Oklahoma rose to 45,746, a 23% increase since FY-1988 and a 48% increase since FY-1983.

What happened? Why is the caseload growing in spite of very dedicated efforts to assist families to move into self-sufficiency? A very small part of the increase between FY-1988 and FY-1992 could be the result of persons receiving AFDC for slightly longer periods of time while they obtain education or training. Even smaller growth may have occurred from the addition of the unemployed parent program but neither of the changes could have caused such a dramatic increase.

In April 1993, the Oklahoma Director of Human Services, Benjamin Demps Jr., established a task force of DHS staff to review the AFDC program and make recommendations designed to improve client outcomes in the program. This is a preliminary report of the task force process and recommendations. The final product is targeted for publication in September 1993.

## THE PROCESS

The task force includes staff currently responsible for administering the AFDC program and staff providing support services to the administration of the program.

Five types of information are being gathered:

- A literature review has been conducted. Each task force participant read articles in a specialized area. Summary reports were provided to the task force in the areas of self-sufficiency and child support. The literature review also included a review of other studies recently completed in Oklahoma related to welfare reform.
- Demographic data about the current AFDC population has been gleaned from automated data bases.
- Data regarding the economic outlook for Oklahoma and the availability of jobs in the state is being compiled.
- A focus group has been conducted in each of the six field operation areas in the state. A social worker from each county with experience in AFDC or a related field was selected by the County Director to participate in these meetings. At least two members of the task force facilitated each of these meetings.
- A survey of a randomly selected group of persons currently receiving AFDC is being conducted through a contract with the Health and Human Services Policy Center at the University of Oklahoma, College of Public Health.

Based on the information gathered, the task force has met in several sessions and will continue to meet to develop recommendations based on

- impact of possible changes on client outcomes
- feasibility of implementation
- time required to implement
- priority within DHS's Mission and Goals

Both program and administrative practice problems/opportunities have been identified. For ease of discussion and reporting, program areas are being grouped under the subject of self-sufficiency which includes child support. Administrative practices are being analyzed under groupings of work force, automation, resources, and public relations. The group has conducted a force field analysis on each recommendation that addresses both the impact on client outcomes and feasibility. Time requirements will be estimated by persons responsible for implementation, and the priorities will be established by comparing the recommendations to the agency's mission and goals.

It should be noted that studies of the impact of the Family Support Act have not been completed. That Act particularly resulted in enhancements in education and training in working with AFDC families. The ability to pursue education or training might have increased the length of a spell of AFDC with the goal that longer term self-sufficiency would result. Preliminary evaluations of whether this premise is true or not have only recently been possible.

**PRELIMINARY  
RECOMMENDATIONS**

**SELF-SUFFICIENCY**

1. Establish a tier approach to service delivery that includes specialized services targeted to meet the needs of specific populations. The five tiers identified are:

<b>SERVICE</b>	<b>TARGET POPULATION</b>
Self-reliance and Self-Esteem Development	Families with payees exempt from JOBS and children only cases
Self-Support Services	Participants with high potential for achieving goal within 12 months
Education and Training Services	Participants whose goal is long-range (longer than 12 months) because of an identified need to pursue education or training
Case Management Services	Participants who have demonstrated a need for substantial supportive services to help them become self-reliant and which have been active for from 2 to 10 years
Specialized Case Management Services	Pregnant and parenting adolescents

2. Develop a mutual agreement with JOBS participants which includes:
  - o Specific time frames established based upon goals;
  - o Education, training and employment services tied to real labor market conditions;
  - o A workfare program for failure to successfully complete mutual agreement;
  - o Strict enforcement of sanctions for non-compliant participants; and,
  - o A statement of cooperation regarding the establishment of paternity and/or collection of child support.
3. Test concepts of electronic benefit transfers, "learnfare", "making work pay", elimination of the "100-hour rule" for AFDC unemployed parents, and AFDC motor vehicle eligibility changes.
4. Pursue federal legislation to allow states to draw unclaimed capped entitlement for JOBS without providing state match.

5. Pursue expanded federal flexibility in granting waivers for demonstration projects. Cost neutrality should not be an overriding criterion for federal approval of demonstrations or welfare reform initiatives.
6. Develop common policies and procedures which would streamline eligibility requirements, standardize definitions and poverty measures, and create less restrictive administrative and documentation requirements. Coordination of waivers among various federal programs would be required.
7. Combine the U.S.D.A. food stamp employment and training program with the AFDC jobs program.
8. Create guidelines for the use of JOBS funds for the purchase of increased support services for JOBS participants including glasses. Evaluate the provision of limited dental services for JOBS participants.
9. Enhance training, education and publication of information for utilization of the earned income credit for customers, local staff and employers.
10. Invite proposals to conduct a research project on the social and economic causes and effects of AFDC cases open for longer than 10 years in Oklahoma.
11. Initiate a state-office study on the AFDC earned income exemption policy by paralleling the existing computation of \$30 and 1/3 remainder with \$200 and 1/2 remainder.

### **CHILD SUPPORT ENFORCEMENT**

12. Develop pilot for referral of unemployed noncustodial parents for employment services.
13. Request that the Governor provide a percentage of state JTPA funding to DHS directly for the purpose of obtaining employment and training services for noncustodial parents.
14. Initiate legislation to expedite paternity establishment through voluntary acknowledgement.
15. Initiate legislation to require that employers enroll a child in available health insurance if the noncustodial parent fails to do so.
16. Determine the extent to which insurance coverage provided by non-custodial parents is not available because insurance policies will not cover children living separately from the person carrying the insurance. Initiate legislation to rectify the problem, if indicated.
17. Initiate legislation to establish a formal review of the state child support guidelines.
18. Aggressively pursue the establishment of an official record keeping agency for payment of child support.

19. Invest incentive money earned by child support back into the child support program.
20. Determine the feasibility of requiring non-AFDC custodial parents paying some of the cost for child support collection.

### **WORK FORCE**

21. Remove any barriers which limit the timely filling of staff positions to allow adequate training and transfer of information by the incumbent.
22. Free money accumulated in field operation's personnel and operating budget which had previously been encumbered for other uses to be used to address additional staffing needs statewide.
23. Determine the economic feasibility of transferring the State Supplemental Program for Aged, Blind and Disabled Persons to the Social Security Administration.
24. Develop a system for better coordination and communication at both the state and local level between staff working with the AFDC program and staff working in child support enforcement.
25. Implement a comprehensive training package and certification for staff working with AFDC customers.
26. Improve the mechanism for flow of information between family support and child support through cross-training, system integration and improved communication.
27. Conduct a workload analysis for staff working directly with persons receiving AFDC, food stamps, medical services, adult protective services, child care, and child support enforcement.

### **PUBLIC RELATIONS**

28. Develop an integrated, multi-year public relations plan focusing on all the services provided by the agency.
29. Create a team to insure that the comprehensive public relations plan is developed, funded and implemented and that the work of the team be incorporated as a project which reports to the DHS quality council.

### **AUTOMATION**

30. Increase DHS's commitment in computer support that will provide integrated information about clients and resources which enhance service delivery, program management, and policy decisions.

House of Representatives  
Washington, D.C. 20515

MEMORANDUM

*Basic Elements of Oklahoma's  
Welfare Reform Waiver:*

1. 36 months cumulative out of 60 months
2. 5 pilot programs; Transportation, time limit, case management, filling the gap (st. making up the gap between benefit payment and st. determined level of living - about \$100), total reform (incorporating all the pilots in 3 counties), eliminating 100 hr. rule.

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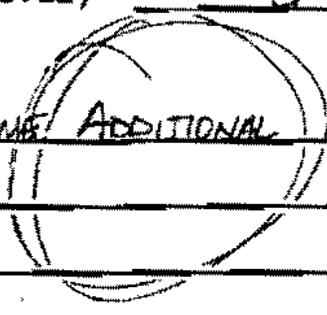
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STATE OF OKLAHOMA  
DAVID NALTFPS  
GOVERNOR

*Handwritten signature*

December 7, 1993

Mr. Benjamin Demps, Jr.  
Secretary of Health and Human Services and  
Members of the Commission for Human Services  
Department of Human Services  
P.O. Box 25352  
Oklahoma City, Oklahoma 73152

Dear Secretary Demps and Members of the Commission:

I appreciate the time you and Commissioners Vassar and Kidd recently spent with me reviewing past and current actions by the Department of Human Services in regards to welfare reform and reorganization efforts. A review of where we have been with these efforts will be helpful as we plan for further reforms.

During the legislative session of 1991, I proposed the creation of a separate children's agency, a separate agency for aging services, and the separation of the hospitals from DHS. The proposals for the children and elderly agencies were not approved by the Legislature, but a separation plan for the hospitals was passed. I vetoed that legislation because it did not give the hospitals enough operating flexibility.

I then asked Secretary Demps to form a Human Services Cabinet Review Team which consisted of 21 citizen members, 3 legislators, and staff representatives. This group began in August of 1991 and issued its report in May, 1992.

The key product of this report was a series of goals to promote self sufficiency and employment, cost reduction, and an emphasis on prevention and innovation. Some of the recommendations of this report that were implemented were Medicaid reimbursement for schools, a managed health care model for mental health services, and a renewed emphasis on home- and community-based care for the elderly and disabled.

In June of 1992, I wrote to Secretary Demps and asked that the Commission for Human Services develop a new welfare reform plan that would essentially redesign the welfare system from the current "hand-out" to one that offered a

Mr. Benjamin Demps, Jr. and  
Members of the Commission for Human Services  
December 7, 1993  
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"way-out," giving people independence instead of creating permanent dependence. I asked that the Commission use the following policies and principles as a guide.

- Welfare should be constructed as a second chance not as a way of life.
- Welfare should embody more rewards for personal initiatives and less encouragement of dependency.
- The plan should contain the most aggressive financial incentives and penalties in the country to encourage work and education among the poor.
- The plan should consider cutting benefits by 10 percent with an additional 15 percent for families with an able bodied adult that have been on the rolls for at least six months.
- All rules should be eliminated that discourage marriage, support a rising illegitimate birth rate and perpetuate dependence.
- The package would attempt to define the "deserving poor."
- The reforms should attempt to change the behavior of recipients by enforcing values upon which everyone is agreed.
- The reforms should honor the work ethic and shape welfare policies that reflect the importance of work.
- The reforms should dramatically expand job training and placement programs but only in conjunction with carefully agreed to measures of success.
- Head Start should be expanded to cover all eligible children.
- There should be a two year limit on recipients - after two years every welfare recipient would be capable of working in either a private sector job or working off their guilt in a community service job.

Mr. Benjamin Demps, Jr. and  
Members of the Commission for Human Services  
December 7, 1993  
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These suggestions were made as a starting point for a comprehensive reform plan. In response to my letter, the Commission initiated a Medicaid and Welfare Reform Subcommittee that has produced a report addressing concerns in the areas of long-term care and Medicaid. In addition, the Commission for Human Services recently adopted a 3 year time limit on direct support that mandates some type of employment. The report further calls for a study to review staff functions in the field to allow for maximum service delivery, for legislation to tighten child support enforcement activities, and for recommendations to bring DHS into the technology of the future.

Secretary Demps initiated a restructuring plan that was completed in March of 1993 that effectively separated operational activities from policy development, planning, and oversight. It established more operational control in the hands of county directors, and eliminated a number of middle management positions in order to increase direct program workers.

Working with the Legislature, we have now passed and completed the transfer of the Oklahoma Medical Center from DHS to the newly created University Hospitals Authority and removed the Rehabilitation Services Division to form a new agency. We've also implemented the phased removal of Medicaid administration to the newly established Oklahoma Health Care Authority;

These actions have reduced the full-time equivalent employees at DHS from 13,700 in fiscal year 1993 to 9,000 in fiscal year 1994 and the DHS budget from \$2.2 billion in fiscal year 1993 to \$1.9 billion in fiscal year 1994. In addition to these transfers, the Department has seen a further reduction in full time equivalent employees by 800 over a two-year period through administrative efforts. By July of 1995, DHS will be approximately 40% of its size when I took office in 1991.

While I applaud the Commission and the Department for their continuing efforts at administrative reorganization and reductions, I am concerned that we have limited the scope of "welfare reform" efforts. I hope to avoid simply tinkering with the system instead of redesigning it to address the needs of those who are truly less fortunate.

In addition to the program I outlined in June of 1992, there are special priorities that I ask your assistance in addressing.

Mr. Benjamin Demps, Jr. and  
Members of the Commission for Human Services  
December 7, 1993  
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**Teenage Pregnancy** - As long as Oklahoma has one of the highest teenage pregnancy rates in the nation we should continuously work for more effective programs.

**Child Support Enforcement** - The traditional conflict between district attorneys and DHS has clouded the real mission of this effort which is to reduce the number of children in poverty. An effort to make these collections more competitive should be launched.

**Juvenile Justice** - The crisis of juvenile crime and the confusion of having our programs buried in a social services bureaucracy suggest a change. Juvenile justice should be separated from DHS, perhaps in conjunction with a new children's agency.

**Direct Support Payments** We should limit the time and the dependents that our direct payments will cover.

**Education Training and Support** - No longer should we perceive welfare as a safety net to simply provide temporary subsistence. Rather, it should be viewed as an effective device for rehabilitating individuals and families so that they can experience the simple dignity of honest work and fair wages. These training and education efforts should be enhanced and tied to actual labor market conditions.

**Work Place Technology** - The labor intensive nature of social services delivery programs suggest substantial gains from the use of laptop computers, cellular phones, and telecommunications.

In addition to these special priorities, we should be aware of the impact of national reform efforts.

As you know, President Clinton is embarking upon a national plan to "end welfare as we know it," and it is important that Oklahoma be well positioned at the forefront of these efforts so that both the taxpayers and needy families can benefit.

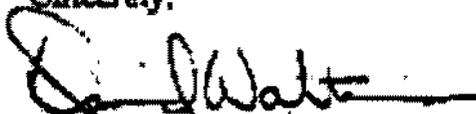
Mr. Benjamin Damps, Jr. and  
Members of the Commission for Human Services  
December 7, 1993  
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We cannot afford to dance around the edges of reform. Instead, we must think creatively and move decisively to reinvigorate the welfare system with substantial initiatives for work and education, as well as solve a number of service delivery problems.

I look forward to working with you to glean through the work that we have already done together for more reforms that can be implemented. I also ask that you concentrate on these special priorities outlined above.

Thank you for your service and attention to continuing the momentum of reform at the Department of Human Services.

Sincerely,



David Walters