

MAY 27 1993

**Members of the Working Group on Welfare Reform, Family Support,  
and Independence**

**Ken Apfel**  
Assistant Secretary for Management  
and Budget - Designate  
Department of Health and Human Services  
200 Independence Avenue, SW - Room 514G  
Washington, D.C. 20201

Phone: 690-6396  
Fax: 690-5405

---

**Eleanor Atcheson**  
Assistant Attorney General  
for Policy Development - Designate  
Room 5127  
Department of Justice  
10th & Constitution Avenue, N.W.  
Washington, D.C. 20530

Phone: 514-2107  
Fax: 514-1724

---

**Mary Jo Bane**  
Assistant Secretary for Children  
and Families - Designate  
Department of Health and Human Services  
Aerospace Building, 6th floor  
370 L'Enfant Promenade, S.W.  
Washington, D.C. 20447

Phone: 401-9200  
Fax: 401-5770

---

**Walter Broadnax**  
Deputy Secretary  
Department of Health and Human Services  
200 Independence Avenue, S.W. - Room 614G  
Washington, D.C. 20201

Phone: 690-7431  
Fax: 690-7755

---

-2-

Robert Carver  
Deputy Assistant Secretary for  
Returns Processing  
Internal Revenue Service  
Department of the Treasury  
Room 3407  
1111 Constitution Avenue, N.W.  
Washington, D.C. 20224

Phone: 622-6860  
Fax: 622-6536

---

Jocelyn Elders, M.D.  
Surgeon General - Designate  
Department of Health and Human Services  
Room 710G  
200 Independence Avenue, S.W.  
Washington, D.C. 20201

Phone: 690-6467  
Fax: 690-5810  
Little Rock: 501-661-2110

---

David T. Ellwood  
Assistant Secretary for Planning  
and Evaluation -- Designate  
Department of Health and Human Services  
Room 415F  
200 Independence Avenue, S.W.  
Washington, D.C. 20201

Phone: 690-6443  
Fax: 690-7383

---

Maurice Foley  
Office of Tax Policy  
Department of the Treasury  
Main Treasury - Room 4010  
1500 Pennsylvania Avenue, N.W.  
Washington, D.C. 20220

Phone: 622-1334  
Fax: 622-1772

---

-3-

Thomas Glynn  
Deputy Secretary  
Department of Labor  
Room 2018  
200 Constitution Avenue, N.W.  
Washington, D.C. 20210

Phone: 219-6151  
Fax: 219-7971

---

Ellen Haas  
Assistant Secretary for  
Food and Consumer Services - Designate  
U.S. Department of Agriculture  
Administration Building - Room 240E  
14th & Independence Avenue, S.W.  
Washington, D.C. 20250

Phone: 720-7711  
Fax: 690-3100

---

Elaine Kamarck  
Office of the Vice President  
Room 273  
Old Executive Office Building  
The White House  
Washington, D.C. 20500

Phone: 456-2816  
Fax: 456-6429

---

Ms. Madeleine Kunin  
Deputy Secretary  
Department of Education  
400 Maryland Avenue, S.W.  
Washington, D.C. 20202

Phone: 401-1000  
Fax: 401-3093

---

-4-

**Ms. Alicia Munnell**  
Assistant Secretary  
Room 3453  
Department of the Treasury  
Washington, D.C.

Phone: 622-2210  
Fax: 622-2633

---

**Larry Parks**  
Senior Advisor to the Secretary  
Department of Commerce  
Room 5055  
14th & Constitution Avenue, N.W.  
Washington, D.C. 20230

Phone: 482-5061  
Fax: 482-2693

---

**Wendell Primus**  
Deputy Assistant Secretary for  
Human Services Policy  
Assistant Secretary for Planning and Evaluation  
Room 404E  
Department of Health and Human Services  
200 Independence Avenue, S.W.  
Washington, D.C. 20201

Phone: 690-7409  
Fax: 690-6518

---

**Bruce Reed**  
Deputy Assistant to the President for  
Domestic Policy  
Room 216  
Old Executive Office Building  
The White House  
Washington, D.C. 20500

Phone: 456-6515  
Fax: 456-7739

---

-5-

Julie Samuels  
Director, Office of Policy and Management Analysis  
Criminal Division  
Room 2740  
Department of Justice  
10th & Constitution Avenue, N.W.  
Washington, D.C. 20530

Phone: 514-4193  
Fax: 514-9087

---

Isabel Sawhill  
Associate Director for Human Resources  
Office of Management and Budget  
Room 260  
Old Executive Office Building  
Washington, D.C. 20500

Phone: 395-4844  
Fax: 395-5730

---

Eli Segal  
Assistant to the President for  
and Director of National Service  
Room 145  
Old Executive Office Building  
The White House  
Washington, D.C. 20500

Phone: 456-6444  
Fax: 456-6420

---

Eugene Sperling  
Deputy Assistant to the President  
for Economic Policy  
National Economic Council  
West Wing, 2nd Floor  
The White House  
Washington, D.C. 20500

Phone: 456-2620  
Fax: 456-2878

---

-6-

Michael Stegman  
Assistant Secretary for Policy Development  
and Research - Designate  
Department of Housing and Urban Development  
Room 8100  
451 Steventh Street, S.W.  
Washington, D.C. 20410  
Phone: 708-1600  
Fax: 619-8000

---

Joseph Stiglitz  
Council of Economic Advisors  
Room 315  
Old Executive Office Building  
The White House  
Washington, D.C. 20500

Phone: 395-5036  
Fax: 395-6947

---

Fernando Torres-Gil  
Assistant Secretary for Aging - Designate  
Department of Health and Human Services  
Room 4661  
300 Independence Avenue, S.W.  
Washington, D.C. 20201

Phone: 619-0556  
Fax: 610-3759

---

Kathi Way  
Special Assistant to the President  
for Domestic Policy  
Room 218  
Old Executive Office Building  
The White House  
Washington, D.C. 20500

Phone: 456-7777  
Fax: 456-7739

---

-7-

**Doug Ross**  
**Assistant Secretary - Designate**  
**Employment and Training Administration**  
**Department of Labor**  
**Room S-2307**  
**200 Constitution Avenue, N.W.**  
**Washington, D.C. 20210**

**Phone: 219-6050**  
**Fax: 219-6827**

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WELFARE REFORM WORKING GROUP

Staff Contacts (as of 6/2/93)

Agriculture	Mike Fishman 703-305-2017	
Education	Michele Cavataio 401-1000	
HHS	Ann McCormick 690-5880	Planning and Evaluation
	Jeremy Ben-Ami 401-6954	Children and Families
HUD	Jill Khadduri 708-1537	
IRS	[Still needed]	
Justice	Deborah Sorkin 514-1026	
Labor	Stacey Grundman 219-6151	
Treasury	Ben Nye 622-2200	
Domestic Policy Council	Kathi Way 456-7777	
National Economic Council	Bonnie Deane 456-2801	
Council of Economic Advisors	Debbie Lucas 395-4737	
Office of Management and Budget	Sara Walters 395-4686	

WELFARE REFORM WORKING GROUP

Communications Contacts (as of 6/2/93)

Agriculture

Education

Missy Apodaca  
401-0412

HHS

Ann McCormick  
690-5880

Planning and  
Evaluation

Jeremy Ben-Ami  
401-6954

Children and  
Families

HUD

Labor

Treasury

Domestic Policy  
Council

Kathi Way  
456-7777

Making Work Pay

Bill Prosser, ASPE, temporary Issue Group leader

Drew Lyon, Council of Economic Advisors - 395-5147

Sara Walters, OMB - 395-4686

Bruce Klein, Agriculture - 703-305-2133

Yvette Wedderburn, Agriculture - 703-305-2766

Steven Carlson, Agriculture - 703-305-2133

Janet Holtzblatt, Treasury - 622-1327

Brad DeLong, Treasury - 622-1521

Isaac Shapiro, Labor - 219-6181

Joe Hight, Labor - 219-6026

Gary Reed, Labor - 219-6026

Robert Gray, HUD - 708-1537

Mark Shroder, HUD - 708-1520

Joseph Riley, HUD - 708-0590

Stacy Jordan, HUD - 708-0426

Peter Yu, National Economic Council - 456-2802

HHS

Bill Prosser - 690-6805

Reuben Snipper - 690-5880

Gil Crouse - 690-6614

Sheila Dacey - 690-7316

Steve Sandell - 857-8548

Denise Smith - 690-5880

Peter Germanis - 401-9316

Jim Carey - 410-965-9784

Child Care and Other Supports

Mark Ragan, ACF, temporary Issue Group leader

Darryl Wills, Council of Economic Advisors - 395-3517

Laura Olivan, OMB - 395-7316

Dolores Crockett, Labor - 219-6611

Jane Karadbil, HUD - 708-1537

Debby Greenstein, HUD - 708-1520

Carol Mitchell, Education - 219-2128

Patricia McKee, Education - 401-1692

Jim Hamilton, Education - 205-9084

Bonnie Dean, National Economic Council - 456-2800

HHS

Lois A. Bell - 401-5090

Mary Faltynski - 690-7507

Susan Goodman - 690-6805

Janet S. Hartnett - 401-6984

Mary Ann Higgins - 401-9294

Joan Hurley - 690-7148

Thelma Johnson - 401-5523

Kristen Kracke - 205-8191

Elisa Koff - 690-5880

Dianne McSwain - 690-6036

Richard Silva - 690-6805

Peg Washnitzer - 401-2333

Mark Ragan - 401-9200

Helen Morgan - 690-6241

Lisa Bernhardt - 401-4805

Barbara Binker - 401-5145

Ann Burek - 401-4528

Madeline Dowling - 401-5065

Angela Duran - 690-7884

Marlys Gustafson - 205-5449

Terry Herron - 401-0152

Deborah Holland - 401-5086

Kellie Isbell - 690-5449

Stella Koutramanes - 690-6805

Josie Reifsnyder - 690-7585

Richard Sternowski - 401-5113

Larry Wolf - 401-5084

Jennifer Chang - 401-6944

Child Support Enforcement and Insurance/Assurance

Paul Legler, ASPE, Issue Group leader

Kim O'Neill, Council of Economic Advisors - 395-4730

Mike Ruffner, OMB - 395-4686

Diana Perez, Agriculture - 703-305-2133(?)

David Weisbach, IRS - 622-1129

Mary Ann Wyrsh/ETA, Labor - 219-7831

Julie Samuels, Justice - 514-3153

Deborah Sorkin, Justice - 514-1026

Heather Ross, National Economic Council - 456-2802

HHS

Paul Legler - 690-

Dave Arnaudo - 401-5364

Girley Wright - 401-5070

Steve Hagy - 690-6238

Linda Mellgren - 690-7507

Sarah Michalak

Susan Notar - 401-4606

Don Oellerich - 690-7882

Alan Yaffe - 401-4537

Mary Cohen - 401-4531

Jeff Ball - 401-

Linda Deimeke - 401-9269

Mike Fitzgerald - 401-5365

Alicia Frank - 401-

Pat Hagen - 401-5528

Manny Helzner - 401-9238

Dick Jones - 401-5388

Karl Koerper - 401-4535

Gaile Maller - 401-5368

Ken Maniha - 401-4612

Debra Pontisso - 401-4548

Yvette Riddick - 401-5427

Robin Rushton - 401-9307

Marianne Upton - 401-5373

Andrew Williams - 401-5369

Susan Young - 690-6462

Absent Parents

Mark Fucello, ACF, temporary Issue Group leader

Kim O'Neill, Council of Economic Advisors - 395-4730

Mike Ruffner, OMB - 395-4686

Kilolo Bingham, Agriculture - 703-305-2115

Julie Samuels, Justice - 514-3153

Deborah Sorkin, Justice - 514-1026

HHS

Mark Fucello - 401-4538

Ron Mincy - 690-5880

HHS

Mark Fucello - 401-4538

Ron Mincy - 690-5880

Linda Mellgren - 690-7507

Ken Maniha - 401-5372

Barbara Cleveland - 401-5376

Mary Faltynski - 401-7507

David Arnaudo - 401-5364

Denise Smith - 690-5880

Transitional Assistance

Ann Burek, ACF, temporary Issue Group leader

Debbie Lucas, Council of Economic Advisors - 395-4737

Richard Bavier, OMB - 395-3844

Chris Ellertson, OMB - 395-4686

Chris Kissmer, Agriculture - 703-305-2133

Art Foley, Agriculture - 703-305-2519

Bob Rafuse, Treasury - 622-2340

Stacey Grundman, Labor

Ray Uhalde/ETA, Labor - 219-8660

Roxie Nicholson, Labor - 219-7669

Jill Khadduri, HUD - 708-1537

Mark Shroder, HUD - 708-1520

Bonnie Deane, National Economic Council - 456-2471

Dan Morrissey, Education - 401-3619

HHS

Steve Bartolomei-Hill - 690-7148

Liza Bernhardt - 401-4805

Ann Burek - 401-4528

Larry Carnes - 401-5782

Colleen Daly - 401-6407

Teresa Laughlin - 401-4631

Bill Prosser - 690-6805

Reuben Snipper - 690-5880

Education, Training and Support

Mary Ann Higgins, ACF, temporary Issue Group leader

Darryl Wills, Council of Economic Advisors - 395-3517

Maureen Walsh, OMB - 395-3262

Boyd Kowal, Agriculture - 703-305-2115(?)

Ellen Henigan, Agriculture - 703-305-2762

Lucy Huffman, Treasury - 622-0198

Mike Springer, Treasury - 622-2340

Sally Sachar, Labor - 219-6141

Ray Uhalde/ETA, Labor - 219-8660

Roxie Nicholson, Labor 219-7669

Jane Karadbil, HUD - 708-1537

Debby Greenstein, HUD - 708-1520

Winnie Warnat, Education - 205-9441

Lenore Garcia, Education - 401-3630

Dan Morrissey, Education - 401-3619

Bonnie Dean, National Economic Council - 456-2801

HHS

Mary Ann Higgins - 401-9294

Karen Armstrong - 690-7148

Ann Burek - 401-4528

Nancye Campbell - 401-5760

Steve Hagy - 690-6238

Audrey Mirsky - 690-7505

Peg Washnitzer - 401-2333

Maria Cromer - 619-3377

Ken McGill - 410-965-9784

Jim Carey - 410-965-3988

Post-Transitional Welfare and Work

Canta Pian, ASPE, temporary Issue Group leader

Sherry Glied, Council of Economic Advisors - 395-4597

Mike Ruffner, OMB - 395-4686

Richard Bavier, OMB - 395-3844

Martha Mayes, Agriculture - 703-305-2133

Nancy Theodore, Agriculture - 703-305-2762

Delores Crockett, Labor - 219-6611

Sally Sachar, Labor - 219-6141

David Lah, Labor - 219-5782

Isaac Shapiro, Labor - 219-6181

Jill Khadduri, HUD - 708-1537

Mark Shroder, HUD - 708-1520

Bonnie Dean, National Economic Council - 456-2471

HHS

Canta Pian - 690-7148

Susan Bender - 690-8204

Dennis Poe - 401-4053

Ann Burek - 401-4528

Susan Greenblatt - 401-4849

Steve Bartolomei-Hill - 690-7148

Karen Armstrong - 690-7148

Disability

Steve Bartolomei-Hill, ASPE, temporary Issue Group leader

Debbie Lucas, Council of Economic Advisors - 395-4737

John Hambor, Treasury - 622-0198

Dani Fofanah, Labor - 219-8927

Greg March, Education - 205-8441

Ed Anthony, Education - 205-9439

James Hamilton, Education - 205-9084

Eunice Fiorito, Education - 205-8355

Mark Mulligan, Education - 205-8355

HHS

Audrey Mirsky - 690-7507

Ruth Katz - 690-6443

Steve Bartolomei-Hill - 690-7148

Michele Adler - 690-6172

Rhoda Davis - 410-965-6210

Juanita Henderson - 401-5126

Laverdia Roach - 619-3636

Ken McGill - 410-965-3988

John Pride - 690-6989

Paula Jorisch - 690-6059

Cost Estimates/Analysis (Modeling)

Wendell Primus, ASPE, Issue Group leader

Kevin Berner, Council of Economic Advisors - 395-5104

David Cutter, Council of Economic Advisors - 395-3114

Sara Walters, OMB - 395-4686

Alana Landey, Agriculture - 703-305-2133(?)

Robert Gillingham, Treasury - 622-2220

Robert Gray, HUD - 708-1537

Joe Riley, HUD - 708-0590

Heather Ross, National Economic Council - 456-2800

HHS

Don Oellerich - 690-7882

Karen Armstrong - 690-7148

Steve Bartolomei-Hill - 690-7148

Lisa Bernhardt - 401-4805

Gil Crouse - 690-6614

Sheila Dacey - 690-8774

Michael Dubinsky - 401-3442

Manny Helzner - 401-9238

Stella Koutroumanes - 690-7148

Gaile Maller - 401-5368

Canta Pian - 690-7148

Joyce Pitts - 401-5374

Wendell Primus - 690-7409

Bill Prosser - 690-6805

Steve Sandell - 857-8548

Reuben Snipper - 690-5880

Lenny Sternback - 401-5600

Dan Williams - 690-6238

Alan Yaffe - 401-4537

Program Simplification

Diann Dawson, ACF, temporary Issue Group leader

Terry Bergman, Labor - 219-8271

Ray Uhalde, Labor - 219-8660

Roxy Nicholson, Labor - 219-7669

Boyd Kowal, Agriculture - 703-305-2115

Margaret Thiel, Agriculture - 703-305-2805

Heather Ross, National Economic Council - 456-2802

HHS

Mack Storrs - 401-9289

Reuben Snipper - 690-5880

Alan Yaffe - 401-4537

Bob Shelbourne - 401-5150

Christie Cohagn - 401-6527

Ann McCormick - 690-5880

Colleen Daly - 401-6407

Trina Brown - 401-5127

Lou Carrera - 401-5762

Anne Gould - 401-4591

Dan Williams - 690-6238

Diann Dawson - 401-9275

Gary Ashcraft - 401-6951

Julie Stapel - 401-5151

Marilyn Schwartz -

Jackie Porter -

**Working Group on Welfare Reform, Family Support and Independence**

**June 1993**

- June 2            Discussion of Principles  
                  Child Support Issues
- June 9            Child Support Issues (conclusion), including  
                  Child Support Insurance/Assurance  
                  Absent Parents
- June 16          Discussion of the "Time Limit"  
                  Transitional Assistance  
                  Post-Transitional Work
- June 23          Education, Training and Other Services
- June 30          Interagency Services:  
                  HUD presentation on housing benefits  
                  USDA presentation on food stamps  
                  DOL presentation on training and  
                  work support programs

End Welfare as we know it ~~by~~

Reward and require work (2-yr Time Limit, ETC) by a time certain

~~Reward~~ Demand responsible behavior from parents

~~Help people~~

~~Help people~~ Help people find jobs + keep them



CORPORATION FOR  
**NATIONAL**  
AND  
**COMMUNITY**  
**SERVICE**

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MEMORANDUM

TO: Bruce Reed, Deputy Assistant to the President for Domestic Policy

FROM: Shirley Sagawa, Transition Director

RE: Welfare Reform Task Force

DATE: November 4, 1993

cc: Bonnie Dean, White House Economic Policy Council  
Michael Camunez

I wanted to let you know that Eli Segal and I have asked Michael Camunez, Senior Policy Advisor for the Corporation, to work on issues relating to national service and welfare reform. Michael has significant practical knowledge of national service programming -- most recently he served as the head program officer for national service demonstration programs at the Commission on National and Community Service. He is also knowledgeable about welfare issues.

As you know, we are eager to work with you on the welfare reform proposal as it relates to national service -- we see many opportunities for the two initiatives to complement one another. Please feel free to call on Michael if he can be of assistance to you as you. We would appreciate it if he can be included in appropriate task force meetings. He can be reached at 606-5000 ext. 192.

MEMORANDUM

To: Bruce Reed  
From: Elaine Kamarck  
Date: November 12, 1993  
Re: Welfare Reform Task Force-Joint Application Process

Bruce-

Ann Manheimer is the NPR staff person who I believe can work for you full-time on the Joint Application Process for the Welfare Reform Task Force. She can be reached at 202-632-0150.

July 6, 1993

TO: MEMBERS OF THE WORKING GROUP ON  
WELFARE REFORM, FAMILY SUPPORT, AND  
INDEPENDENCE

SUBJECT: JULY 7 MEETING

FROM: BRUCE REED  
DAVID ELLWOOD  
MARY JO BANE  
WORKING GROUP CO-CHAIRS

REMINDER: The Working Group is meeting on Wednesday, July 7 at 4:00 in room 324 of the Old Executive Office Building. Presentations will be made by the Department of Labor and National Economic Council on training and work support programs, and private sector job development, respectively.

ADDRESSEES:

Ken Apfel  
Eleanor Acheson  
Walter Broadnax  
Robert Carver  
Ray Cortines  
Joycelyn Elders, M.D.  
Maurice Foley  
Thomas Glynn  
Ellen Haas  
Elaine Kamarck  
Madeleine Kunin  
Alicia Munnell  
Wendell Primus  
Doug Ross  
Julie Samuels  
Isabel Sawhill  
Eli Segal  
Eugene Sperling  
Michael Stegman  
Joseph Stiglitz  
Fernando Torres-Gil  
Jeff Watson  
Kathi Way



DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of the Secretary

Washington, D.C. 20201

*Bruce*

✓

June 22, 1993

NOTE TO:

Bruce Reed/Kathy Way  
David Ellwood  
Mary Jo Bane/Jeremy Ben-Ami  
Avis LaVelle

The welfare reform briefing for the press is being rescheduled for Thursday, July 8. The press briefing is to take place at 10:30 a.m. in the Humphrey Auditorium, with time for a pre-brief at 10 or 10:15, as needed.

Also, FYI, on next Tuesday (June 29), when the Welfare Simplification and Coordination Advisory Committee is due to release its report, the only response we plan (on behalf of ACF or HHS) is to welcome the study, indicate that simplification and streamlining are specific topics identified for consideration by the reform working group, and to say the recommendations will be considered by the group.

Campbell Gardett  
HHS Press Office

cc: David Siegel

## Analysis of Principles Underlying Welfare Reform

The following is a summary of the principles enunciated by participants in last week's Working Group meeting. This page provides a summary of the number of times a principle falling into a particular category was mentioned. The following pages are a complete list of all the comments listed under the category headings where they were counted.

	<u>Priority Rankings</u>		
	1st	2nd	3rd
<b>Work Related Principles</b>			
Encourage Work/Make work pay	6	4	2.5
Empower People to Leave Welfare/become self-sufficient/opportunity	4	5	5
Make Work Available	3		2
Time limit benefits/Require work/Make support transitional	1	1	2
<b>Other</b>			
Ensure Government Support for the Poor	5	1	3
Provide Support for Children	4	2.5	1
Focus on families/Family preservation/valuing parenting	2	3.5	2.5
Enhance Child Support Enforcement/Parental responsibility	1	2	2
Decrease Welfare Dependency	1		
Prevention	1	.5	
Respect/Consider the clients	1	3	
Demand Personal Responsibility		3	
Gain Public Support for welfare policy/Reach out to diverse groups		2	1
Fiscal Responsibility/Government Efficiency		3	2
Community Development			1.5

*WFR - Working Group*  
*File -*

#### Encourage Work/Make work pay

- Encourage Work
- [Provide good jobs and] make work pay
- Ensure real rewards for work
- No one who works full time should be in poverty
- Make work more rewarding than welfare
- Restore control, dignity and security to low income families by encouraging and supporting work
- Make certain that families with at least one full time worker have income above poverty
- It should always be more remunerative to work than to be on welfare
- Make work pay
- [Assure all who can work do work and] make sure certain disincentives related to work are removed
- Make work pay, [but there must be work available, or it won't be welfare reform]
- A non-poverty income for full time work
- If you work you should not be poor -- work should be rewarded
- Everyone who is capable of working should have the opportunity to do so, at a wage that enables self-sufficiency
- Primary goal is to get people trained and working
- Increase rewards for . . . work, reduce incentives for . . . unemployment
- Restore the dignity of work by rewarding [and requiring work by a time certain]

#### Empower People to Leave Welfare/to be self-sufficient/provide opportunity

- Adequate support (child care, training) to enable a person to leave the welfare rolls
- Encouraging independence through support for work
- Help people find jobs and keep them
- Ensure that people who are able to work but are not doing so because of circumstances, i.e., lack of jobs or training, work within a reasonable amount of time by creating job opportunities, providing training, etc.
- Provide people with the ability to leave welfare
- Transitional programs to work
- Enable families on public assistance to become part of the economic and social mainstream
- Provide a means to offer a hand up rather than a hand out -- i.e., incentives to become successful, productive citizens
- Empowering individuals to be self-sufficient
- Reforming the current system so that work is a viable affordable option -- so that recipients have the opportunity to be in their society, not on the outside
- Reforming a system which does not seem to serve the people in it. This will be done by empowering people with education, training and support to not get mired in the welfare cycle.
- Help families move toward economic self-sufficiency outside the welfare system.
- Prevent need for welfare -- ensure enough support -- job training, child care -- so that individuals do not need welfare system Part of a system to eliminate dependency
- Provide all Americans with the opportunity to have a decent standard of living

#### Time limit benefits/Require work/Make support transitional

- Ensure real time limits on benefits
- Require all who can work to work
- Assure all who can work do work [and make certain disincentives related to work are removed]
- Specifics for time limit
- No more abuse of the system, free rides etc. Make people work to get paid (unless they are disabled or teens)
- Restore the dignity of work by rewarding and requiring work by a time certain
- Make support transitional, not guaranteed

#### Make Work Available

- Make work opportunities available to males who want to work and support their children
- Provide good jobs [and make work pay]
- Develop a system to provide adequate paying jobs so every citizen can support their children
- [Make work pay, but] there must be work available, or it won't be welfare reform
- Our primary goal should be to redignify/employ capable members of our society

#### Ensure Support for the Poor

- Ensuring support for those below the poverty level
- Ensure an adequate level of food and housing for people who are unable to work and have no source of income
- Provide poverty relief
- A decent income for families (to move out of poverty)
- Everyone who is not capable of working or cannot find a job should receive assistance adequate for subsistence.
- Create a viable system of temporary support
- Eliminate child poverty
- The overwhelming proportion of America's wealth today is the product of technology and institutions that we hold in common -- and to which we all have an equal right
- Assistance based on social/family need

#### Provide Support for Children

- Provide a decent standard of living for all children
- Make sure that no children grow up without adequate food, clothing and support
- Provide every child with sufficient support to achieve their potential goal/role in life
- Improve the life chances of poor children
- Concern with the needs of kids
- All children should have an adequate standard of living -- including food, shelter, a safe environment and caring parents
- Enhance the economic well being of children and their developmental potential
- Helping the Kids

#### Focus on Families/family preservation/family stability/valuing parenting

- Focus on families, not individuals
- Develop a program sensitive to the needs of families with children, be they single headed households, etc.
- End intergenerational welfare
- Support family values without penalizing women or children; Prevention, child support, father support
- Reinforce family stability and parental responsibility
- Encourage family stability
- Incentive to keep families together.
- Raising children is socially valuable work, and should be treated as such
- Strengthen families by providing incentives for intact families. Child support from absent fathers or support insurance provides dollars but not a parent's presence.

#### Enhance Child Support Enforcement/Parental responsibility

- Assure that government support kicks in only after noncustodial parents provide appropriate financial support
- Support for children ought to be provided by both parents
- Support and if necessary enforce the responsibilities of parents to monitor and support their children
- Assist moms and dads to fulfill joint responsibilities for their children
- Child Support enforcement

#### Decrease Welfare Dependency

- Decrease welfare dependency

#### Prevention

- Prevention/Anti-poverty -- opportunity and responsibility for young men and women to become self sufficient before begetting or bearing a child
- Increase rewards for family and child support. . .reduce incentives for single parenting and non child support

#### Respect/Consider the Clients

- Ensure the most disenfranchised users get an appropriate amount of consideration in the discussion, planning, & implementation. Pay attention to those who need it most.
- Provide assistance to those who cannot care for themselves in a manner which does not detract from their personal dignity
- Provide benefits in a manner that respects personal dignity
- Provide economic and social support in a manner that does not undermine the dignity of the individual

#### Demand Personal Responsibility

- Demand responsible behavior from parents who bring children into the world
- Emphasize personal responsibility
- Create a system that does not foster anti-social behavior such as evading authorities, lying about earnings, etc.

#### Gain Public Support for Welfare Policy/Reach out to diverse groups

- gaining public trust/support for our welfare policies
- Ensure effective and positive communication and outreach to diverse advocacy groups/ Talk to those who may not say everything we want to hear
- Increase public support for needed social safety net programs

#### Fiscal Responsibility/Government Efficiency

- Empowering the future requires cutting the deficit
- Reforming a system as an example of reinventing government, of making government work for all members of society
- Our primary goal should be to make the most of taxpayer \$
- Ensure that programs for providing benefits and services and creating jobs are run efficiently and without waste of government funds
- Reduce taxpayer burden for support of poor children

#### Community Development

- Create viable communities where adults can find economic opportunity and families will find support and nurturance
- Ensure we consider/include the role of rebuilding urban infrastructure - get beyond the symptoms and treat the causes

THE WHITE HOUSE  
WASHINGTON

MEMORANDUM

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TO: Carol Rasco  
FROM: Regina T. Montoya *RTM*  
DATE: May 3, 1993  
RE: Welfare Reform Task Force

The designee from the Office of Intergovernmental Affairs to the Welfare Reform Task Force is Jeff Watson, Deputy Assistant to the President for Intergovernmental Affairs.

Thank you. Jeff can be reached at 456-2896, Old Executive Office Building, Room 106, if you have any questions.

RTM:ets

cc: Bruce Reed  
Kathie Way

STATUS REPORT  
Welfare Reform Issue Groups

GROUP	Temp Leader	Deadlines/ Schedules
I. Making Work Pay	Prosser	<ul style="list-style-type: none"> <li>o Review: done</li> <li>o One pager: due ASAP</li> <li>o Deadline: 5/10</li> <li>o Meeting #2: 5/13</li> </ul>
II. Child Care and Other Supports	Ragan	<ul style="list-style-type: none"> <li>o Reviews: CC - 5/6; OS - done (4/27)</li> <li>o One pager: OS - due 4/28</li> <li>o Deadline: OS - 5/11</li> <li>o Meeting #2: OS - 5/14</li> </ul>
III. Child Support Enforcement and Insurance	Legler	<ul style="list-style-type: none"> <li>o Initial Review needed</li> </ul>
IV. Absent Parents	Fucello	<ul style="list-style-type: none"> <li>o Initial Review needed</li> </ul>
<del>V. Prevention and Family Preservation</del>		<ul style="list-style-type: none"> <li>o Work not yet started; no leader named</li> </ul>
VI. Transitional Assistance	Burek	<ul style="list-style-type: none"> <li>o Review: done (4/23)</li> <li>o One pager: done; <u>Review w/ SC</u></li> <li>o Deadline: 5/7</li> <li>o Meeting #2: 5/12</li> </ul>
VII. Education/ Training	Higgins	<ul style="list-style-type: none"> <li>o Review: done (4/26)</li> <li>o One pager: due 4/30</li> <li>o Deadline: 5/14</li> <li>o Meeting #2: 5/19</li> </ul>
VIII. Post-Transitional Plan Work		<ul style="list-style-type: none"> <li>o Review: 5/4</li> <li>o One pager: due 5/5</li> <li>o Deadline: 5/18</li> <li>o Meeting #2: 5/21</li> </ul>
IX. Disability		<ul style="list-style-type: none"> <li>o Work not started; leader not named</li> </ul>
X. Modelling		<ul style="list-style-type: none"> <li>o Review: Possibly 5/7</li> </ul> <p>-- the review would be to run through with each group leader what data is to be collected and analyzed and who is responsible for what work</p>
7. AFDC Simplification [Separate group?]	Dawson	<ul style="list-style-type: none"> <li>o Review: 4/30</li> <li>o One pager: 5/3</li> <li>o Deadline: 5/17</li> <li>o Meeting #2: 5/20</li> </ul>

*elder-*

**WELFARE REFORM STEERING COMMITTEE**

Agenda: 4/29

- I. Make Work Pay presentation to Working Group
- II. Modelling Data Needs from Outside Consultants
- III. Hearing Structure
- IV. Other Process Items (see attachment)
- V. Other

**WELFARE REFORM TASK FORCE**  
Process Update

1. Work Plan/Schedule
  - o More detailed work plan (Jeremy) -- not done
2. Initial Feedback Sessions
  - o Most are scheduled -- see attached schedule
  - o Next step: comments and a meeting by 3rd week of May
  - o Half day review for entire group once other agencies designate participants
3. Next Steps for Issue Groups
  - o FOIA/FACA opinions from OGC (Paul)
  - o Outside analysis needs/TRIM: discuss at SC mtg 4/29
4. Working Group
  - o Finalize membership list (Kathi - Agriculture, Office of the Vice President; Mary Jo - Labor, Education; Ann - Treasury; add Ken Apfel)
  - o Need staff contacts at each agency to get issue group participants designated
5. Working Group Meetings
  - o Prepare draft of presentation on Make Work Pay for 4/2 (Howard/Canta)
  - o Schedule next meeting(s) (Kathi)
  - o Distribute meeting materials and assist in follow-up as necessary (Ann)
6. Communications Group
  - o Designate WH point contact (Kathi)
  - o Set up inter-agency group (JBA)
7. Announcement
  - o List of groups to be contacted being circulated and ranked (phone calls/letters)
  - o Draft letters (Ann)
  - o Review press strategy (Kathi/JBA)
  - o Prepare some options for press release (Jeremy)
8. Hearings
  - o On agenda for next meeting
9. Mail Developing intake/response process (Jeremy)

STATUS REPORT  
Welfare Reform Issue Groups

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## Presentation

### General Assumptions

1. Assume a single-parent family with 2 children, ages 3 and 13.
2. "Current law" is fully-implemented current law, i.e., 1994 EITC, imposed on 1993 data.
3. "President's Budget" is fully - implemented President's Budget proposals, i.e., \$4.50 minimum wage and 1998 EITC, imposed on 1993 data, plus health care reform.
4. Assume child care costs for 3-year old, none for 13-year old.

NOTE: Numbers still need to be revised in California, but basic relationships should obtain.

Comparison # 1

1. How a family will do if they try to move from AFDC to full time, minimum wage work with no means-tested support.
2. Only better off with cash/near cash in Alabama.

Comparison #2

1. How family would fare working full-time, and continuing to collect means-tested support for which they are probably eligible.
2. Child care would be covered for one-year, and possibly thereafter (use what #'s are available).
3. Medicaid would be available for family for one year, but afterward would only be available for parent and 13 year old under limited circumstances. Three-year old would be covered.
4. Except in Alabama, unless they are lucky and get ongoing subsidized child care, the return to work will be less than \$1/hour, and all cases will have disposable income less than the poverty line.

### Comparison #3

1. Same comparison, but with higher minimum wage and bigger EITC.
2. Universal health care coverage through reform effort.
3. Clearly, there's a big improvement here, but only in California where AFDC benefits continue is family's income above the poverty line.
4. Note that advanced payment of EITC becomes very significant here.
5. Note also that we are talking about full-time work, 50 weeks a year.
6. Is that what we expect single parents to do, especially with young children? Make David's comparison to wives.

### Comparison #4

1. Look at what one-half time work does.
2. Return to work is minimal in Alabama (\$200/year); no continuing medicaid coverage for any except 3-year old. Income less than one-half of poverty.

3. Only in California is the family at the poverty line.

#### Alternatives

1. Minimum wage.
2. Child support assurance.
3. Child care.
4. Others.

Comparison # 1 - Work Without Welfare vs. Non-work

<u>Income</u>	<u>Work</u>	<u>Non-work</u>		
		<u>AI</u>	<u>PA</u>	<u>CA</u>
Earnings	8,500	0	0	0
EITC	1,998	0	0	0
AFDC	0	1,788	4,836	8,328
FS	0	<u>3,407</u>	<u>2,492</u>	<u>1,445</u>
	10,498	5,195	7,328	9,773
 <u>Expenses</u>				
FICA	-650	0	0	0
General	-1,080	0	0	0
Child Care	<u>-1,895</u>	<u>0</u>	<u>0</u>	<u>0</u>
	6,873	5,195	7,328	9,773

Comparison # 2 - Work With Welfare vs. Non-work

<u>Income</u>	<u>Work</u>			<u>Non-work</u>		
	<u>AI</u>	<u>PA</u>	<u>CA</u>	<u>AI</u>	<u>PA</u>	<u>CA</u>
Earnings	8,500	8,500	8,500	0	0	0
EITC	1,998	1,998	1,998	0	0	0
AFDC	0	0	3,163	1,788	4,836	8,328
FS	<u>2,472</u>	<u>2,472</u>	<u>1,523</u>	<u>3,407</u>	<u>2,492</u>	<u>1,445</u>
	12,970	12,970	15,184	5,195	7,328	9,773
 <u>Expenses</u>						
FICA	-650	-650	-650	0	0	0
General	-1,080	-1,080	-1,080	0	0	0
Child Care	<u>-1,895</u>	<u>-1,895</u>	<u>-1,895</u>	<u>0</u>	<u>0</u>	<u>0</u>
	9,345	9,345	11,559	5,195	7,328	9,773

Comparison # 3 - Work With Welfare vs. Non-work (President's Budget)

<u>Income</u>	<u>Work</u>			<u>Non-work</u>		
	<u>Al</u>	<u>PA</u>	<u>CA</u>	<u>Al</u>	<u>PA</u>	<u>CA</u>
Earnings	9,000	9,000	9,000	0	0	0
EITC	3,371	3,371	3,371	0	0	0
AFDC	0	0	2,663	1,788	4,836	8,328
FS	<u>2,352</u>	<u>2,352</u>	<u>1,553</u>	<u>3,407</u>	<u>2,492</u>	<u>1,445</u>
	14,723	14,723	16,587	5,195	7,328	9,773

Expenses

FICA	-650	-650	-650	0	0	0
General	-1,080	-1,080	-1,080	0	0	0
Child Care	<u>-1,895</u>	<u>-1,895</u>	<u>-1,895</u>	<u>0</u>	<u>0</u>	<u>0</u>
	11,059	11,059	12,923	5,195	7,328	9,773

Comparison #4- Half-time Work with Welfare vs. Non-work  
(President's Budget)

<u>Income</u>	<u>Work</u>			<u>Non-work</u>		
	<u>AL</u>	<u>PA</u>	<u>CA</u>	<u>AL</u>	<u>PA</u>	<u>CA</u>
Earnings	4,500	4,500	4,500	0	0	0
EITC	1,785	1,785	1,785	0	0	0
AFDC	0	2,724	6,216	1,788	4,836	9,773
FS	<u>3,147</u>	<u>2,330</u>	<u>1,283</u>	<u>3,407</u>	<u>2,492</u>	<u>1,445</u>
	9,432	11,339	13,784	5,195	7,328	9,773
 <u>Expenses</u>						
FICA	-344	-344	-344	0	0	0
General	-540	-540	-540	0	0	0
Child Care	<u>-948</u>	<u>-948</u>	<u>-948</u>	<u>0</u>	<u>0</u>	<u>0</u>
	5,400	9,507	11,951	5,195	7,328	9,773

## MODELING: QUESTIONS FOR THE STEERING GROUP

Attached is a preliminary discussion of current ASPE staff thinking about modeling--Make Work Pay (Bill Prosser), Child Support Assurance (Don Oellerich), and Transitional Welfare and Services (Reuben Snipper.) It has had little or no input from the ACF staff involved in modeling. This shortcoming will be corrected in future drafts.

Below are the most pressing questions on which staff need Steering Committee guidance.

- o No one on staff has the right combination of experience and time to lead the overall modeling effort and provide daily supervision. Should we try to (1) bring on staff a person to act as leader? (2) Fill the staff leadership gap with a small group of outside advisors? (3) Reassign someone on staff to spend full time guiding staff in their modeling efforts? (4) Rely on Urban Institute (U.I.)? (5) Rely on the DAS and ASPE to provide the day to day modeling leadership?
- o We need to have impact estimates from employment and training, JTPA, and other evaluations of 1980's demonstrations to develop program effectiveness estimates. While we may have to go to Abt, Westat, U.I., and MDRC among others; MDRC has maybe the most important data from SWIM and GAIN. We need to allocate funds to get the work done. Do we have funds and can we proceed to negotiate with these companies to provide the data needed?
- o More generally what funds are available for purchasing outside assistance? For example, we also may need outside assistance to develop welfare dynamics data, models, and analyses.
- o Furthermore, what in-house resources are going to be made available for modeling? Can we get some support/research assistant staff to help support the estimating and modeling efforts?
- o Do you feel comfortable with using a combination of TRIM and spreadsheet models to do estimating over the summer? Do you feel comfortable with a relatively crude labor supply module for TRIM to make estimates this summer? Where should we be headed in the intermediate term; that is having something more refined available early next year, for example?
- o Should we invest in developing a non-custodial parents module for TRIM? This will be expensive and take a good deal of time to develop; although U.I. has completed some preliminary work for CBO and us. Currently, we only estimate the amount of child support they pay.

Purpose

The purpose of this document is to present an overview of our modeling strategy. This version is preliminary in nature and meant to stimulate discussion and refinement. The document may eventually be rewritten as a plan.

Introduction

The three themes that drive the welfare reform proposal are good structures around which to organize the modeling activities:

- o Make work pay for families playing by the rules. (Make Work Pay)
- o Both parents should be financially responsible for their children. (Child Support Enforcement and Assurance)
- o Once the prior two reforms are in place, welfare can be made a time-limited program. (Transitional Welfare and Services)

Related to the third theme is the idea that welfare recipients who are truly unable to work will have an income support program which provides an appropriate level of benefits.

Three separate groups can focus on proposals for their individual theme, while at the same time accounting for interactions with proposals from the other themes. The output of the modeling effort will include estimates of (1) the costs to the Federal government of the proposals, including interaction effects, (2) the resulting caseloads of transfer programs, and (3) the distributional effects on various population groups indicating whether the proposals achieve their goals (i.e. who the winners and losers are).

The first modeling group can focus on the employment, minimum wage, income supplements, and other financial approaches to raise all families with full-time equivalent workers above the poverty line.<sup>1</sup> Currently, TRIM can handle steady-state, static effects

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1. Full-time worker equivalent (ftwe) would be equal to 1750 hours (50 weeks times 35 hours per week) for two-parent families. The ftwe for single parent families would be some fraction of 1750, probably two-thirds or maybe one-half. It would be less for one parent families because the single parent would not be expected to spend as much time in the labor market as two parents; that is, their child care and other homemaker responsibilities would serve as a partial work credit.

of policy options for this theme. We plan to do some "sensitivity" analyses to explore whether the second order labor and family effects are worth including or are relatively minor. If they appear significant, we will develop modules to connect to TRIM or to be part of spreadsheet models. (More about this point later.)

The second group focuses on child support enforcement and assurance and will estimate the effects of proposals on both custodial and non-custodial parents. In general, we expect to model the flow of income from the non-custodial to the custodial parent and the effect of this income, an implicit tax, on AFDC and other transfers, as well as, on labor force participation. The big issue here is whether to develop a module that estimates non-custodial parent behavior.

The final group will focus on proposals that provide services and other assistance to welfare populations to make welfare more transitional as well as proposals to provide public or private sector jobs to those who do not find employment on their own. The modeling effort will build in the results of studies of welfare dynamics, work-welfare programs (e.g., SWIM, Gain, and JTPA; including their use of support services), and employment generation efforts. These results can either be incorporated into TRIM or built into spreadsheet-type models to estimate the impacts on costs and caseloads and winners and losers.

The modeling also will have to consider how to model the number of recipients of child care, transportation, and other support services and the costs of these services. We are leaning toward recommending that we use spreadsheet models for this.

#### FYI--Current Activities:

TRIM: There are a number of TRIM refinement projects in progress; see discussion below. Priorities for UI staff assignments need to be made.

Labor Force Dynamics: U.I. is currently developing a design issue paper which will analyze several dynamic labor force modeling options and their respective costs. We expect a first draft this week. Making decisions about how to proceed with this modeling component may be a perfect opportunity to bring in some of the outside advisors that we discuss elsewhere in this piece.

Welfare Dynamics: We have a number of tables and graphs being produced which show the expected lengths of welfare participation by different sub-groups. Greg Duncan, U. Michigan, and Peter Gottschalk, Boston College and IRP Affiliate, are producing estimates using the PSID. They are mainly using the annual data; although Duncan has a file that he is constructing that will allow one to look at the monthly AFDC use since 1983. MPR staff are analyzing the 1990 SIPP monthly data; it has 24 months on

each recipient and will eventually have 32 months. They will compare their results with data from the 1987-88 SIPP published by the Census Bureau. For the most part, these are bivariate hazard/survival curve analyses. MPR also will look into the utility of producing multi-variate analyses. We expect to have much of the preliminary results by the end of April. We also may examine the NLSY data as well. After we review it and discuss it with the Steering Group, we will decide what additional analyses will be productive.

Employment and Training Participation and Effects: We have begun bringing together impact and other estimates from various employment and training efforts. As indicated in the overview section, we need approval to go to outside sources and to allocate funds to get the work done.

Child Support: The modeling effort for child support has been underway for the past two years. ASPE, working closely with CBO, has been developing two child support modules as part of the Urban Institute's TRIM model. The first module focuses on 'private child support' and the second module focuses on publicly funded child support benefits (assurance/insurance).

Further enhancements are still needed and await decisions regarding priorities and resource allocation. These enhancements include: child support guidelines, improved participation function, custodial parents' labor supply response, inclusion of variability in imputed award amounts, participation in IV-D, and inclusion of custodial fathers.

Non-custodial Parents: Currently the TRIM model does not incorporate data (either real or synthetic) on the non-custodial parents (fathers and mothers). Ideally, data would be available on the non-custodial parents' income, sources of income, labor supply, work history, and current family circumstances (remarried, new dependents).

Until recently the Urban Institute has been working on incorporating the updated Oellerich method for imputing non-custodial fathers' income based on the custodial mothers' characteristics and exploring the 1990 SIPP data for non-custodial fathers under a contract with CBO. This work is currently on hold and is awaiting decisions on methodological issues, priorities and resource allocation at CBO. We may have to consider picking up this work if CBO decides it can not continue and it is a priority

Minimum Wage: The current March CPS data on wage rates only has information on one-quarter of the sample. Wage rates for the full sample requires linking the March, April, May, and June surveys. U.I. is currently doing that and hopes to have TRIM updated with full wage rate data early in May.

Program Interaction and Cumulative Tax Rates: We are developing the capability to analyze and display how earned and unearned income, transfer programs, and taxes interact to give some people with some combinations of programs and tax benefits very high marginal tax (program benefit reduction) rates. The module we are working on will allow us to take various demographic groups and see what happens to their net income when their circumstances are changed by adding another dollar or other amount of income, changing their wage rates or hours worked, or changing (adding or subtracting) the number of individuals in the household unit. Income and taxes incorporated will include earned and unearned income, social insurance, means-tested welfare, in-kind transfers (Food Stamps, Housing subsidies, and Medicaid), income taxes (both Federal and state), and FICA. First preliminary results will be available early in May.

Child Care: TRIM currently has a module, which is part of the Federal Income Tax module, that estimates whether a working family pays for child care and, if so, how much it pays. It then uses that estimate to calculate that family's child care tax credit and income taxes. TRIM does not estimate any child care costs associated with AFDC and JOBS child care program subsidies.

Since some child care assistance will probably be delivered to individuals through appropriated grant programs like JOBS Child Care, we need the capability to estimate numbers of recipients and total costs. As we did in our analyses of JOBS implementation costs, this works well if it is done outside of TRIM in a spreadsheet model.

State Behavior: We have little direct evidence for developing parameters to model state behavior. Therefore, we will have to use "expert judgment" to model the effect of different match rates, phase-in patterns, performance standards, and quality control systems on state behavior.

Coordination with the CBO: Coordination with the Congressional Budget Office (CBO) has a long tradition and we propose to continue and even expand it. In the past, we have jointly developed assumptions, methods, and estimates, as well as financed improvements to models. Preliminary conversations with CBO have indicated their eagerness to continue this practice.

One option worth considering is to let CBO take the lead in preparing estimates in cooperation with the Department. HHS would provide background research on parameters, unit costs for services, a mechanism for bringing in outside experts, and other consulting and review support.

To: Issue Group Leaders  
[Burek, Dawson, Fucello, Higgins, Legler,  
Pian, Primus, Prosser, Ragan]

From: Jeremy Ben-Ami  
Ann McCormick

Subject: Steering Committee Update

Date: April 28, 1993

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Several items in advance of the steering committee meeting on Thursday at 9:00:

- 1) Please bring a list of the current members of your issue including phone numbers.
- 2) Please be prepared to designate a liaison from your issue group to the modelling group and discuss with the modelling group who their liaison is to you.
- 3) Attached is a status report on the work of the various issue groups. Under "Deadlines/Schedules," you will find the following notes: Review refers to the initial review sessions which are in progress now; One pager refers to the one page outline of next steps for the group; Deadline refers to the due date for the next issue paper from the group; and Meeting #2 refers to a possible date for a group review of that paper. At the Steering Committee meeting, we will discuss the review process for the next stage of the work.

On another topic, there has been some concern about the difficulty of coordinating all the meetings of the issue groups. To ensure that there are no overlapping meetings, please call Jeanette Davidson at ASPE at 690-5880 to let her know as soon as you schedule a meeting. She can also reserve the conference space at ASPE. This is a first-come-first-served system; i.e., whichever group calls Jeanette first gets the timeslot.

cc: Mary Jo Bane  
David Ellwood  
Howard Rolston  
Ann Segal

Preliminary

cc: Kathi Way

OMB document

MAJOR INITIATIVES

Inventory

April 8, 1993

ATTENTION: CLOSE HOLD

TITLE	LEAD RESPONSIBILITY		APPROXIMATE TIMING
	OVERALL	OMB	
National Service/ Direct Loans	NS/ED	Sawhill	April 18 legislation
Systemic Reform - Goals 2000: Education America Act	ED	Sawhill	Late March legislation
Elementary & Secondary Act Reauthorization	ED	Sawhill	Proposal this spring; enactment by April 1994
Dislocated Worker Assistance	DOL/NEC	Sawhill	Legislative specs May 1
School-to-Work Transition	DOL/ED	Sawhill	June 1 legislation
One-stop Career Shopping	DOL	Sawhill	May 1 legislation (?)
Head Start Summer & Program Growth	HHS	Sawhill	Reauthorization 1994
Welfare Reform	HHS/ Task Force	Sawhill	Proposal by 9/3
Family Support & Preservation	HHS	Sawhill	May 1 legislation (?)
Food Stamps	USDA	Sawhill	May 1 legislation(?)
EITC/Minimum Wage	Treasury (EITC)/ NEC/Labor	Sawhill	May 1 legislation (?)
PBGC Reform	DOL	Sawhill/ Minarik	Proposal by April-- May 10
WIC Program Growth (Growth policy for 94 appropriations or 95 budget)	USDA	Sawhill	
DI Trust Fund Solvency (95 budget proposal)	HHS	Sawhill	
Community Development Banks	NEC	Edley	End of April
Enterprise Zones	NEC	Edley Sawhill	Mid-End of April
Infrastructure	NEC	Edley	Not determined

TITLE	LEAD RESPONSIBILITY		APPROXIMATE TIMING
	OVERALL	OMB	
Small Business Asst/ Secondary Markets	NEC	Edley	Not determined
Information Highway	NEC/ OSTP/VP	Edley	Legislation enacted by October 1
Health Care Reform	HRC	Panetta/ Rivlin/ Min	May legislation (?)
Immunization Bill	HHS	Min	Transmittal 4/2/93
NAFTA + Uruguay Round + GSP	USTR	Adams	Summer 1993 Reconciliation Legislation
Interntnl Broadcasting Consolidation	NSC/ OMB	Adams	-----
International Environment	NEC/ WH	Adams	Review Mid-April
International Assistance Programs	NEC/ NSC	Adams	Review under discussion April-May
Defense Conversion	NEC	Adams	Under way
"Bottom-up" Strategic Review	DOD	Adams	Due June 1993
Acquisition Reform	DOD	Adams	June 1993
Odeen Task Force	DOI	Adams	Due perhaps late May
Russian Assistance	NSC	Adams	Summit Proposal 4/3
Non-Proliferation	NSC	Adams	Will hopefully sign when return from Vancouver - end of next week
Peacekeeping (Somalia; Bosnia; Others)	NSC	Adams	Budget acct in DOD 4/93 Restore Hope Reprogram 4/93 DOS account in budget
Democratization	Defense/ State	Adams	\$50M in DOD budget 4/93
Economic Intelligence	CIA	Adams	Unclear

TITLE	LEAD RESPONSIBILITY		APPROXIMATE TIMING
	OVERALL	OMB	
Counter-narcotics	NSC	Adams	April-May
Encryption	NSC	Adams	Mid-April
Forest Conference Follow-up	OEP/ USDA/ DOI	Cogswell/ Selfridge	Early June
Clean Water State Revolving Funds (and "Needy Cities" Program)	EPA	Cogswell	Submit legislation in May
Drinking Water State Revolving Funds	EPA	Cogswell	Submit legislation in May
Public Land Subsidies	DOI/ USDA	Cogswell	Ongoing; House Subcommittee markup of Mining Bill may be late April
Biodiversity/National Biological Survey	DOI	Cogswell	Ongoing; sent forward NBS memo to Director
Geographic Information Systems	DOI/USDA/ Other Agencies	Cogswell	Ongoing
Columbia Snake River Salmon Restoration (WA/ID)	Army Corps/ Commerce/ NMFS	Cogswell/ Schwartz Peroff	Continues until recovery plan chosen (late 1993)
Food Safety	USDA/ HHS	Cogswell	Summer legislation possible or 1995 budget issue
USDA Streamlining	USDA	Cogswell/ Reeder	Legislation/Appropriation action for FY 94; Reinvent Gov. issue
Bureau of Indian Affairs Trust Fund Mgmt	DOI	Cogswell/ Reeder	Ongoing
Space Station Redesign	OSTP/NEC/ VP/OMB	Peroff	Interim Report Mid-May
R&D Review	OSTP/NEC/ OMB	Peroff	Spring-early Summer
Establish United States Enrichment Corporation	OMB	Peroff	Summer
Implementation of Energy Policy Act	OMB	Peroff	Ongoing

TITLE	LEAD RESPONSIBILITY		APPROXIMATE TIMING
	OVERALL	OMB	
*Clean Car* Initiative	OSTP/OMB	Peroff	Summer
Review of Department of Energy National Laboratories Missions	NEC/OSTP/OMB	Peroff	Summer
Use of Russian and U.S. Highly Enriched Uranium	OMB	Peroff	Ongoing
Review of Yucca Mountain Nuclear Waste Repository	OMB	Peroff	Summer
Waste Management and Clean-up	Energy	Adams	Ongoing/Indefinite
Labs-Expansion of CRADAs	Energy/OSTP/NEC/OMB	Peroff	Summer

THE WHITE HOUSE

WASHINGTON

February 9, 1993

MEMORANDUM FOR THE PRESIDENT

FROM: Carol Rasco  
Bruce Reed

SUBJECT: Welfare Reform Working Group

I. ACTION-FORCING EVENT: In your speech to the NGA, you pledged to name members of the welfare reform working group within ten days. That informal deadline is this Friday, February 12.

II. BACKGROUND: We have asked heads of the departments with a major stake in welfare reform to designate a top official from their agency to serve on the working group. This group will include representatives from:

HHS - *Donna Shalala* Agriculture - *Mike Espy* Domestic Policy Council  
HUD - *Henry Cisneros* Education - *Richard Riley* National Economic Council - *Robert Rubin*  
Labor - *Robert Reich* OMB - *Leon Panetta*

Some departments, while eager to get started, do not have the appropriate people in place yet. HHS should officially announce David Ellwood and Mary Jo Bane this week, but Mary Jo does not plan to move to Washington until after she has been confirmed by the Senate.

III. RECOMMENDATIONS: We recommend that you announce the working group as soon as the key players are on board, and bring them to the White House for the group's first meeting within the next few weeks. We have asked HHS to recommend some real executive action you can take to coincide with that first meeting, such as granting a pending waiver for a promising state welfare reform program.

We recommend that you chair the working group and keep welfare reform as a Presidential initiative coordinated out of the White House. (Bruce Reed and Kathi Way will be staffing the issue for the White House.) Secretary Shalala has expressed a desire to run the working group out of HHS and chair it herself. Obviously, her Department should and will have a strong voice in welfare reform through Ellwood, Bane, and others. But for organizational as well as political reasons, we strongly believe the White House should take the lead. You won wide praise last week by making welfare reform one of your top five priorities for the next several months. You risk undermining those gains, both now and down the road, if you farm out that responsibility.

February 8, 1993

The Honorable ...  
Secretary of ...

Dear Mr. Secretary:

Last week, the President announced his intention to bring together top people from throughout the executive branch to be part of a Presidential working group on welfare reform. This group will consult with Congress and with a newly appointed advisory committee of governors, state legislators, and state officials to produce the Administration's welfare reform plan.

We would like to know the person you plan to designate from your department to serve on this working group. In the next few weeks, the President may summon you and your designee to the White House for an initial meeting on the subject. The working group will take place at the Assistant Secretary level, and is expected to go on for three to six months.

We have not set a date for the official announcement of the working group, but the White House would like to be ready to move as quickly as possible. In his speech last week, the President set an informal deadline of Friday, Feb. 12.

Please let me know by Friday, if possible, who you intend to designate for the working group, and whether they are officially on board yet. If you have any questions, you can reach me at 456-6515.

Sincerely,

Bruce Reed  
Deputy Assistant to the President  
for Domestic Policy

THE WHITE HOUSE

WASHINGTON

February 9, 1993

The Honorable Robert B. Reich  
Secretary of Labor  
Washington, D.C. 20210

Dear Mr. Secretary:

Last week, the President announced his intention to bring together top people from throughout the executive branch to be part of a Presidential working group on welfare reform. This group will consult with Congress and with a newly appointed advisory committee of governors, state legislators, and state officials to produce the Administration's welfare reform plan.

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Sincerely,



Bruce Reed  
Deputy Assistant to the President  
for Domestic Policy

THE WHITE HOUSE

WASHINGTON

February 9, 1993

The Honorable Richard W. Riley  
Secretary of Education  
Washington, D.C. 20202

Dear Mr. Secretary:

Last week, the President announced his intention to bring together top people from throughout the executive branch to be part of a Presidential working group on welfare reform. This group will consult with Congress and with a newly appointed advisory committee of governors, state legislators, and state officials to produce the Administration's welfare reform plan.

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Sincerely,



Bruce Reed

Deputy Assistant to the President  
for Domestic Policy

THE WHITE HOUSE

WASHINGTON

February 9, 1993

The Honorable Mike Espy  
Secretary of Agriculture  
Washington, D.C. 20350

Dear Mr. Secretary:

Last week, the President announced his intention to bring together top people from throughout the executive branch to be part of a Presidential working group on welfare reform. This group will consult with Congress and with a newly appointed advisory committee of governors, state legislators, and state officials to produce the Administration's welfare reform plan.

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Sincerely,



Bruce Reed  
Deputy Assistant to the President  
for Domestic Policy

THE WHITE HOUSE

WASHINGTON

February 9, 1993

The Honorable Henry Cisneros  
Secretary of Housing and Urban  
Development  
Washington, D.C. 20410

Dear Mr. Secretary:

Last week, the President announced his intention to bring together top people from throughout the executive branch to be part of a Presidential working group on welfare reform. This group will consult with Congress and with a newly appointed advisory committee of governors, state legislators, and state officials to produce the Administration's welfare reform plan.

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Sincerely,



Bruce Reed  
Deputy Assistant to the President  
for Domestic Policy

THE WHITE HOUSE

WASHINGTON

February 9, 1993

The Honorable Donna Shalala  
Secretary of Health and Human Services  
Washington, D.C. 20201

Dear Madam Secretary:

Last week, the President announced his intention to bring together top people from throughout the executive branch to be part of a Presidential working group on welfare reform. This group will consult with Congress and with a newly appointed advisory committee of governors, state legislators, and state officials to produce the Administration's welfare reform plan.

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Sincerely,



Bruce Reed  
Deputy Assistant to the President  
for Domestic Policy

THE WHITE HOUSE

WASHINGTON

February 9, 1993

The Honorable Leon Panetta  
Director  
Office of Management and Budget  
Washington, D.C. 20500

Dear Mr. Panetta:

Last week, the President announced his intention to bring together top people from throughout the executive branch to be part of a Presidential working group on welfare reform. This group will consult with Congress and with a newly appointed advisory committee of governors, state legislators, and state officials to produce the Administration's welfare reform plan.

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Sincerely,



Bruce Reed  
Deputy Assistant to the President  
for Domestic Policy

THE WHITE HOUSE

WASHINGTON

February 9, 1993

MEMORANDUM FOR ROBERT RUBIN  
NATIONAL ECONOMIC COUNCIL

FROM: BRUCE REED *BR*

SUBJECT: Working Group on Welfare Reform

Last week, the President announced his intention to bring together top people from throughout the executive branch to be part of a Presidential working group on welfare reform. This group will consult with Congress and with a newly appointed advisory committee of governors, state legislators, and state officials to produce the Administration's welfare reform plan.

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