

**For Immediate Release
Contact: Heritage Public Relations**

**Abortions Didn't Increase
Under New Jersey Program**

BENEFITS "CAP" DECREASES OUT-OF-WEDLOCK BIRTHS, ANALYST SAYS

WASHINGTON, SEPT. 7, 1995 -- New Jersey's "family cap" policy -- which denies increases in cash welfare benefits to single mothers who have additional children while already receiving welfare -- has resulted in a significant decline in out-of-wedlock births with no corresponding increase in abortions.

According to Heritage Foundation welfare analyst Robert Rector, the evidence from New Jersey indicates that in the 16 months after the cap went into effect, there was an average decrease in out-of-wedlock births of 10 percent. This, even though the average decrease in benefits came to just 4 percent of the monthly Aid to Families with Dependent Children (AFDC) benefits received by the typical welfare mother. There was no statistically significant corresponding increase in abortions, according to Rector, who obtained his information from New Jersey's Department of Human Services in Trenton.

"The New Jersey data show why Congress should consider imposing a similar cap on benefits to welfare mothers who have additional children as part of an overall welfare-reform strategy for reducing illegitimacy," says Rector, Heritage's senior analyst for welfare and family issues.

The family cap went into effect in October of 1992, and gave affected mothers -- those already enrolled in AFDC -- a 10-month grace period, meaning the limit on benefits applied only those who bore children after July 1993.

"In the year before the cap, the average monthly number of births was 1,331; in the 16 months after the cap went into effect, average monthly births among AFDC mothers fell to 1,197. The cap appears to have caused an average decrease of 134 births per month, or 10 percent," Rector concludes.

"Critics claim that the family cap has not caused an actual decrease in the number of illegitimate births, but merely a delay in welfare mothers reporting births to the welfare office," Rector says. "But mothers on AFDC in New Jersey still have a huge economic incentive -- in the form of an increase in food stamp and Medicaid benefits for each additional child born -- to notify the welfare department of a childbirth." Moreover, Rector says the official data from New Jersey are adjusted to include births reported late, and still show a decline in illegitimacy.

Rector says previously reported data leaked to the press by scholars at Rutgers University -- data that supposedly showed no decrease in out-of-wedlock births as a result of New Jersey's policy -- were not conclusive. Rector points out that the Rutgers scholars have yet to finish their evaluation, have yet to issue an official report, and that their study did not, in fact, show zero effect on out-of-wedlock births. "In fact, the Rutgers analysis shows a lower rate of out-of-wedlock births after the cap went into effect," says Rector.

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Note: All Heritage Foundation papers are now available electronically to subscribers to the "NEXIS" on-line data-retrieval service. The Heritage Foundation's Reports (HFRPTS) can be found in the OMNI, CURRNT, NWLTRS, and GVT group files of the NEXIS library and the GOVT and OMNI group files of the GOVNWS library.

September 6, 1995

THE IMPACT OF NEW JERSEY'S FAMILY CAP ON OUT-OF-WEDLOCK BIRTHS AND ABORTIONS

Robert Rector
Senior Policy Analyst

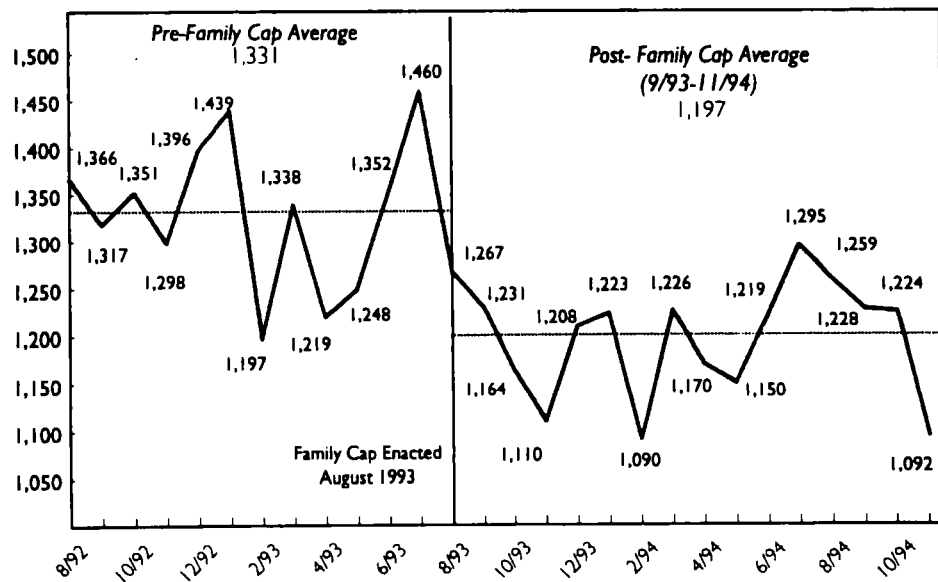
New Jersey is the only state in the nation that has instituted a family cap policy: denying an increase in cash welfare benefits to mothers who have additional children while already receiving welfare. The evidence currently available from New Jersey indicates the family cap has resulted in a decline in births to women on AFDC but not an increase in the abortion rate.

In all states except New Jersey, AFDC mothers who have additional children while on welfare receive an automatic increase in welfare benefits. But in 1992, Democratic Assembly-

man Wayne Bryant won passage in the New Jersey legislature of an innovative welfare reform known as the family cap. Under the family cap, mothers already enrolled in AFDC no

Chart 1

Births to Women on AFDC in New Jersey: Before and After the Family Cap



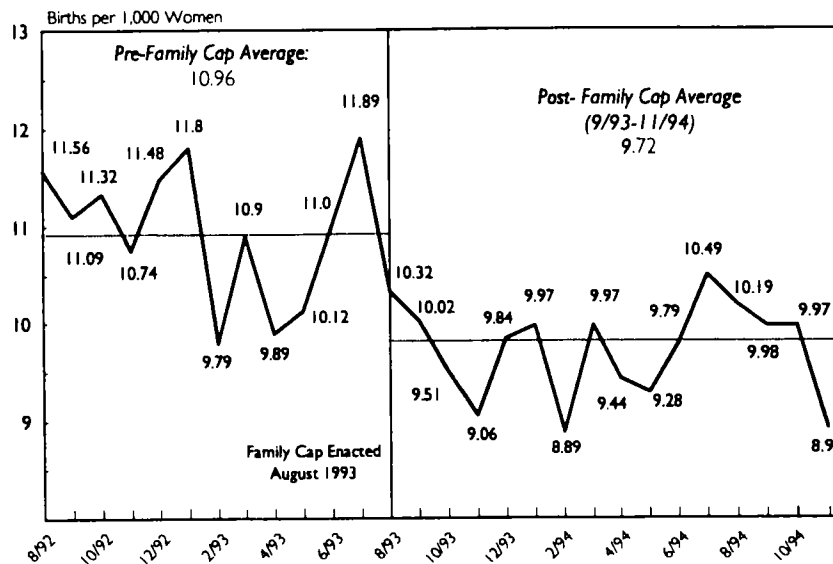
Source: Administrative Eligibility and Benefit Client Databases, Division of Family Development (NJDFD), New Jersey Department of Human Services. Data not available on the birth rates prior to August 1992 or past November 1994.

longer receive an automatic increase in AFDC benefits after giving birth to additional children. The family cap went into effect in October 1992 with a ten-month grace period. Thus, the limitation on benefits applied to households with children born after July 1993.

The financial impact of the family cap on the value of welfare benefits for AFDC mothers was quite small. The \$44 benefit increase eliminated by the family cap constituted only 4 percent of the total monthly welfare benefits received by the average AFDC mother in New Jersey.

Chart 2

Birth Rate for Women on AFDC in New Jersey: Before and After the Family Cap



Source: See Chart 1 source.

Chart 1 shows the actual monthly number of live births to AFDC mothers before and after implementation of the family cap. The chart indicates that in the 16 months after the cap went into effect (August 1993), there was a significant decrease in out-of-wedlock births. In the year before the cap, the average monthly number of births was 1,331; in the 16 months after the cap went into effect, average monthly births among AFDC mothers fell to 1,197. The cap appears to have caused an average decrease of 134 births per month, or 10 percent.

Chart 2 shows the same data as Chart 1, expressed as a birth rate (monthly births per 1,000 AFDC mothers). The chart shows that in the year before the family cap, the monthly birth rate was 10.96 per 1,000 AFDC mothers. In the 16 months after the cap went into effect (August 1993), the average monthly birth rate fell to 9.72 per 1,000, a decline of over 10 percent.

The data in the charts represent the information available from the Administrative Eligibility and Benefit Client Databases maintained by the Division of Family Development (NJDFD) of New Jersey's Department of Human Services in Trenton. Data on birth rates prior to August 1992 or after November 1994 have yet to be compiled by NJDFD and were unavailable for this study.

Critics claim that the family cap has not caused an actual reduction in the number of illegitimate births, but merely a delay in welfare mothers reporting births to the welfare office. They assert that since mothers subject to the family cap no longer receive higher AFDC benefits upon the birth of an additional child, they are less prompt in notifying the welfare department of births.

However, under the family cap, AFDC mothers still have a strong financial incentive to notify the welfare department of any birth. Only their AFDC benefits are limited; mothers on AFDC in New Jersey and subject to the family cap still receive increased food stamps and Medicaid benefits for each additional child born. Therefore, they still have an incentive to notify the welfare department of a childbirth.

The data presented in Charts 1 and 2 in any case have been retroactively adjusted for late reporting. The data record all births reported for a given month, no matter when the report was made. For example, if an AFDC mother gave birth in October 1993 (two months after the cap went into effect) but did not report the birth until six months later, the birth was still recorded as occurring in October 1993. This makes it very unlikely that the large decline in births shown in Charts 1 and 2 is merely a result of delayed reporting.

Other Studies

To obtain permission from the U.S. Department of Health and Human Services to institute the family cap, New Jersey agreed to evaluate the effects of the policy with a controlled scientific experiment using random assignment. A small sample of AFDC recipients were assigned randomly to two different groups: an "experimental" group subject to the family cap benefit limitation and a "control" group that was informed it would be exempt from the limitation. This procedure was intended to permit a scientific evaluation of the behavioral effects of the family cap by comparing the two groups.¹

Mothers in the sample control group received benefits according to conventional welfare policy: a net increase of \$44 in monthly welfare benefits for each additional childbirth. But mothers in the sample experimental group were subject to the new family cap; they did not receive any increase in AFDC benefits when they gave birth to additional children.

An initial analysis of the control and experimental group data was performed for the state by Dr. June O'Neill, now the Director of the Congressional Budget Office. O'Neill's analysis found that, despite its extremely modest impact on the dollar value of welfare benefits, the family cap had a substantial effect in reducing out-of-wedlock births among AFDC recipients. During the first 10 months after the cap went into effect (from August 1993 to June 1994), births among AFDC mothers subject to the family cap were significantly lower than births to AFDC mothers in the control group exempt from the cap; 5.46 percent of AFDC single mothers in the experimental group bore children out of wedlock, compared with 6.75 percent of mothers in the control group exempt from the cap. Thus, welfare mothers under the cap had nearly one-fifth fewer illegitimate births than welfare mothers in the exempt group.

However, a subsequent analysis of the sample experimental and control groups by scholars at Rutgers University appears to contradict the conclusions of the O'Neill study.² Although the Rutgers scholars have not completed their analysis and have not issued a report, a brief memo has been leaked to the press. It states that the Rutgers group, at least initially, has found no difference in the birth rates of the experimental and control groups.

Several factors may help explain the apparent difference between the two studies: Rutgers had later data which were not available at the time O'Neill performed her analysis, and the two analyses may have examined somewhat different subgroups of welfare recipients, based on time spent on AFDC and other factors.³ A clear explanation of the differences will be possible only when Rutgers

1 A control and experimental group evaluation is a very useful scientific tool, but it is valid only to the extent that the control group is fully insulated from all possible effects of the policy.

2 The Rutgers study is headed by Dr. Michael Camasso and Dr. Carol Harvey, both of Rutgers State University.

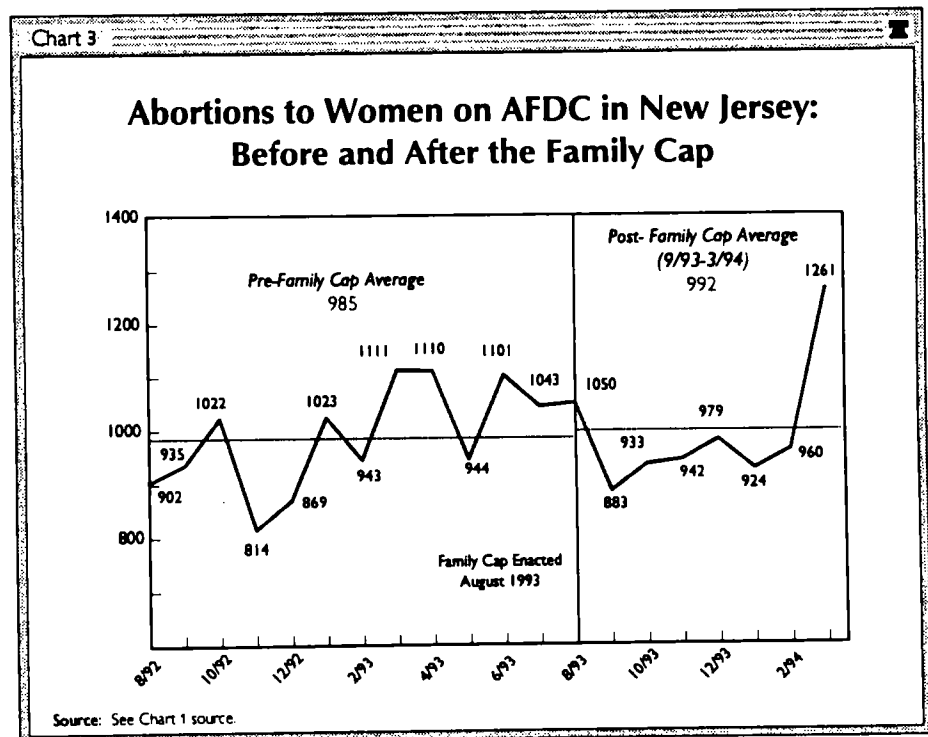
3 The O'Neill study was limited to members of the experimental and control groups who were enrolled in the AFDC caseload in October 1992 and remained on welfare through June 1994. The Rutgers study appears to contain this group as well as a group of more recent applicants who applied for AFDC after October 1992. The O'Neill analysis thus appears to have a greater focus on long-term welfare recipients. The O'Neill study also was restricted to single mothers, while the Rutgers study appears to contain some married couples.

releases a full report. Yet, contrary to press reports, the Rutgers analysis did not show that the family cap had no effect on illegitimate births. While it apparently failed to show a consistent difference in births between the experimental and control groups, it did show a drop in births within *both* groups after the cap went into effect. Thus, the Rutgers analysis shows a pattern of decline in births similar to that presented in Charts 1 and 2.

It is important to note that both studies rely on the same government data base used in Charts 1 and 2. However, while Charts 1 and 2 cover all births within the entire New Jersey AFDC caseload, the Rutgers and O'Neill studies analyze only a small sample of the caseload; most AFDC mothers in New Jersey were subject to the family cap rule but were not included in either the experimental or the control sample groups for purposes of analysis. Thus, it should come as no surprise that the Rutgers analysis shows a chronological pattern of decline in births similar to Charts 1 and 2. Indeed, if the Rutgers analysis failed to show the same pattern of decline in births that is evident for the entire New Jersey caseload, this would indicate merely a lack of representativeness in the small sample of cases selected for the study.

The intriguing question, however, is why the Rutgers study appears to show birth declines both for those who were subject to the cap and for those who were exempt from the cap. The most plausible answer is that establishment of the family cap sent a broad moral message that influenced the general AFDC caseload, including women in both groups.⁴ By enacting the family cap, the New Jersey legislature sent a signal that society did not want welfare mothers to have additional children they could not support, and it backed up that moral judgment with a modest but concrete change in welfare benefits.

The family cap and its moral message were publicized throughout New Jersey. Welfare mothers in both the experimental and control groups were bombarded with the clear moral message of the family cap, and it appears that welfare mothers in both the experimental and control groups responded to that message even though those in the control group were technically immune from the specific policy. It is also likely that welfare mothers in the control group, interpreting the family cap as a harbinger of a fundamental shift in public support and acceptance of welfare, may have altered their behavior in anticipation of future retrenchments in welfare leniency even while they remained exempt from the immediate effects of the family cap themselves.



4 It is also possible that members of the control group may not have understood fully that they were exempt from the family cap policy.

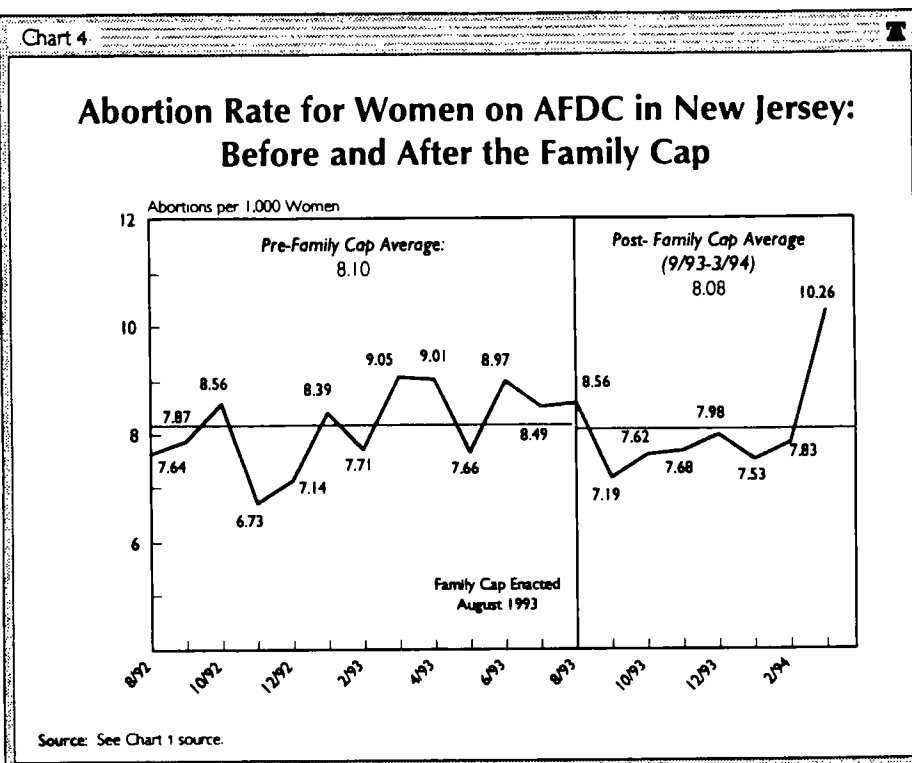
The Family Cap and Abortion

There has been concern that a family cap in national welfare reform legislation would reduce out-of-wedlock births by increasing abortions. However, the data currently available from New Jersey indicate that while the establishment of the family cap was followed by a clear and significant decrease in the number of births to welfare mothers, it did not result in any significant increase in the rate of abortions among these women.

Chart 3 shows the number of abortions performed on welfare mothers per month in New Jersey. It covers all the months for which data are currently available—from August 1992 to March 1994. As the chart shows, the average number of abortions per month among AFDC mothers in the year before establishment of the family cap was 984.75. In

the eight-month period after the cap took effect, the average number of abortions per month was 991.5. The difference in the number of abortions before and after the cap is tiny—only 0.7 percent of the monthly total—and well within the expected range of random statistical fluctuation.

Chart 4 presents the same data expressed as an abortion rate equalling the number of abortions per 1,000 women on AFDC. As the chart shows, the monthly abortion rate per 1,000 AFDC mothers was 8.1 in the twelve months before enactment of the cap, but fell to 8.08 per month after the cap went into effect. The difference between the pre- and post-cap abortion rate is extremely small and not statistically significant. Overall, the available data indicate that the family cap did not cause an increase in either the abortion rate or the number of abortions.



The Family Cap and Welfare Reform

The New Jersey family cap was based on the moral principle that the welfare system should reward responsible rather than irresponsible behavior. Proponents maintained that it is both irresponsible and immoral for unmarried women already on the public dole to have additional children and to expect the taxpayers to provide increased welfare to support those children. With the family cap, New Jersey proposed to stop rewarding such irresponsible behavior. Few expected the modest limit on benefits to result in a significant drop in births to welfare mothers. The fact that New Jersey's limited experiment has caused a drop in illegitimate births, and hence in welfare dependency, enhances the case for this policy.

It is clear the United States must begin to address the crisis of illegitimacy. Today, nearly a third of all American children are born out of wedlock. According to Senator Daniel Patrick Moynihan (D-NY) the illegitimate birth rate will hit 50 percent by 2003. The rise of illegitimacy and the col-

lapse of marriage have a devastating effect on children and society and seriously exacerbate most other social problems.⁵ Even President Clinton has declared that the collapse of marriage is a major factor driving up America's crime rate and that the existing welfare system has played a significant role in that collapse.

Halting the rapid rise of illegitimacy must be the paramount goal of welfare reform. Since the New Jersey data strongly indicate that the moral message conveyed by welfare policy may be its most important feature, it is essential that any welfare reform legislation enacted by Congress send out a loud and unequivocal message that society does not condone the growth in out-of-wedlock childbearing and that the taxpayers will not continue the same open-ended subsidies for illegitimacy that have characterized welfare in the past.

This can be done by:

- ❶ **Instituting** a national family cap policy prohibiting the use of federal funds to give higher welfare benefits to women who have more children while already receiving welfare;
Prohibiting the use of federal funds to give cash welfare benefits to unmarried mothers under age 18;
Requiring mothers of children born after January 1996 to establish paternity of the child before receiving federal cash welfare;
- ❷ **Encouraging** marriage by providing a refundable tax credit to low-income married couples with children where at least one spouse is working; and
Increasing funding for abstinence education.⁶

By contrast, a "reform" of the federal welfare system which fails to send a clear moral signal, which remains agnostic on the question of illegitimacy, and which simply allows states to "do their own thing" with federal taxpayers' funds—or to do nothing—would be a disaster.

While the enactment of a nationwide family cap is vitally important, it is equally important to recognize that it is far from a panacea for illegitimacy. The family cap did lower out-of-wedlock births in New Jersey, but even with the cap in place, roughly one in ten of the state's unmarried welfare mothers continue to bear children each year.

The campaign to restore marriage and reduce illegitimacy in the U.S. will be long and difficult. Establishing a family cap policy within the federal welfare system will be only a first step in that process. But in issues of great moral significance to the nation, it is often the first step which is both the most difficult and the most significant.

5 For an overview of the social problems associated with rising illegitimacy, see Patrick F. Fagan, "Rising Illegitimacy: America's Social Catastrophe," Heritage Foundation *F.Y.I.* No. 19, June 29, 1994; see also Patrick F. Fagan, "The Real Root Causes of Violent Crime: The Breakdown of Marriage, Family, and Community," Heritage Foundation *Background* No. 1026, March 17, 1995.

6 See Robert Rector, "The Forgotten Crisis: S. 1120, Welfare Reform, and Illegitimacy," Heritage Foundation *Committee Brief* No. 18, August 31, 1995. For a sound overview of government programs to combat teenage pregnancy, see Joseph J. Piccione and Robert A. Scholle, "Combating Illegitimacy and Counseling Teen Abstinence: A Key Component of Welfare Reform," Heritage Foundation *Background* No. 1051, August 31, 1995.

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The National Performance Review is preparing to publish a report as a followup to President Clinton's memorandum of last June on the "Family Friendly Federal Workplace."

The publication will present a status report from the Vice President on just how "family friendly" the workplace is today in the Federal community. It also makes a number of recommendations in the seven specific subject areas outlined in the President's original memo: child care, elder care, telecommuting, etc.

We would appreciate your review of the report prior to it being printed. We hope to issue the report in early July and to use it as the basis for a communications outreach to all Federal agencies. In March, the Vice President wrote to all agency heads providing a preliminary report in the form of a letter with an attachment describing highlights from agency responses to the original Presidential memorandum.

Attached for your review are:

1. Original Memorandum of June 21, 1996
2. Letter sent by the VP to all agency heads, plus attachment
3. Draft of the proposed NPR Report

Please direct any questions or comments to:

Faith Wohl
National Performance Review
632-0186

Thank you for your help!

THE WHITE HOUSE

WASHINGTON

June 21, 1996

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

SUBJECT: Implementing Federal Family Friendly Work Arrangements

I continue to believe that honoring and supporting the concerns of family members in the workplace is vital to good government and to a productive work force. In order to build on its record of support for families in the Federal workplace, the executive branch must continue to examine its practices and to implement the goals of the Presidential Memorandum of July 11, 1994. The Federal Government must continue to set the pace in transforming the culture of the American workplace so that it supports employees who are devoted to their families.

It is clear to me that whenever the Federal Government establishes a goal of providing civilian employees and military personnel with an environment supportive to families, the result is greater cost efficiency, increased worker commitment and productivity, better customer service, and improved family life.

Therefore, today I am directing all executive departments and agencies to review their personnel practices and develop a plan of action to utilize the flexible policies already in place and, to the extent feasible, expand their ability to provide their employees:

- (1) assistance in securing safe, affordable quality child care;
- (2) elder care information and referral services;
- (3) flexible hours that will enable employees to schedule their work and meet the needs of their families. This includes encouragement to parents to attend school functions and events essential to their children;
- (4) opportunities to telecommute, when possible, and consistent with their responsibilities, to achieve the goal of 60,000 telecommuters by 1998 as set by the President's Management Council. This includes telecommuting from home and from satellite locations;

- (5) policies and procedures that promote active inclusion of fathers as well as mothers;
- (6) an effective mechanism by which employees can suggest new practices that strengthen families and provide for a more productive work environment; and
- (7) leadership and participation in these policies and programs at the highest level of the agency.

The departments and agencies shall provide an initial report on the results of this review to the Vice President through the National Performance Review within 120 days of the date of this memorandum. This report should include an assessment of progress made towards specific goals and include innovative approaches and detailed success stories.

The National Performance Review, together with the Domestic Policy Council, the President's Management Council Working Group on Telecommuting, the Office of Personnel Management, and the General Services Administration will continue to work with the executive agencies as we move forward together to increase productivity through family friendly work environments.

William S. Clinton



THE VICE PRESIDENT
WASHINGTON

March 7, 1997

The Honorable Thomasina V. Rogers
Chair
Administrative Conference of the U. S.
2120 L Street NW
Washington, D.C. 20037-1568

*Letter to all
agency heads
providing interim report*

Dear Ms. Rogers:

President Clinton and I are firmly committed to enhancing the quality of family life for federal employees by forging a more dynamic and complementary link between their home life and their work life. In the spirit of this important goal, the President issued two memoranda on the Family-Friendly Workplace, one on July 11, 1994, and one on June 21, 1996.

As you know, the second memorandum requested that each agency review its personnel practices, develop a plan of action to more effectively use the flexible policies already in place, and expand its ability to make available to its employees a wide range of supportive programs, policies, and services. These include assistance in securing safe, affordable quality child care; elder care information and referral; flexible work schedules; opportunities to telecommute; proactive inclusion of fathers in policies relating to parental involvement; effective mechanisms for employee feedback; and leadership at the highest level.

Nearly all federal agencies, commissions, and boards have responded. The National Performance Review has reviewed the reports. Its analysis reveals clear areas of achievement as well as areas which require a great deal more effort.

For example, we have made great progress in implementing flexible and alternative work schedules through which federal employees can meet the needs of both their jobs and their families. We also enjoy the status of being the largest sponsor of on- or near-site quality child care among the nation's employers.

On the other hand, as many of you clearly understand, we must intensify our efforts to make telecommuting more readily available to our workers, not just in times of personal or medical emergency, but as an important management strategy. The accessibility of more than two dozen federal telecommuting centers, the advances in information technology, and the proven effectiveness of work-at-home arrangements, should give us the confidence that we can meet the challenge of 60,000 federal telecommuters by the end of fiscal year 1998.

March 7, 1997

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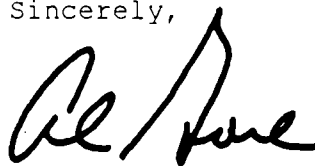
Three other areas require further emphasis. We must continue our work to strengthen fatherhood proactively in our programs, our research, and in our workforce. Also, while agencies are now creating innovative ways to encourage ideas to link their home and work lives, there is more to do to stimulate employee input. We must be prepared to more effectively guide and assist employees who are increasingly concerned about finding care and services for older family members.

In the next few months, the National Performance Review staff will continue to work with your staff to implement these important policies and practices. We are incorporating your responses and our findings with suggestions for further activities in a report to the President. In the meantime, I have enclosed a few highlights that emerged from our review of your reports. I congratulate those involved, and hope that these brief vignettes will inspire others to follow their lead.

Achieving our goals across the federal workforce in all arenas will require a strong, ongoing commitment by all of us. While the climate of cost reduction and downsizing may seem to make this effort more challenging, it should be noted that systemic implementation of family-friendly policies can result in a more effective workforce, greater cost efficiency, and better customer service--the very goals of reinvention. We already have the policies, programs, and services available to us. What is needed is a dramatic change in workplace culture to benefit more employees.

That will take strong leadership; I urge you to give your personal attention to this important policy initiative. Only when workers believe that their family life is supported in the workplace can they be most effective. Only when senior management sets high expectations can these practices become reality.

Sincerely,

A handwritten signature in black ink, appearing to read "Al Gore", with a stylized, flowing script.

Al Gore

AG/lm
Enclosure

FAMILY-FRIENDLY FEDERAL WORK PLACE

Following are highlights drawn from agency responses to the President's June 21, 1996 memorandum, "Implementing Federal Family-Friendly Work Arrangements." Agencies were asked to review their personnel practices, develop a plan of action to more effectively utilize the flexible policies already in place, and expand their ability to make available to employees a wide range of supportive programs, policies and services in the following categories:

CHILD CARE

The **Department of Defense** houses the nation's largest employer-sponsored child care program--200,000 children and 166,257 spaces--meeting 54% of their identified need. The goal is 65% this year; 80% by 2000. Sixty-nine percent of DOD's eligible centers are professionally accredited. The **Department of Transportation** sponsors 28 at- or near-site centers and enables reduced tuition at 2,000 private providers. The **National Security Agency** has 125 nursing mothers who use 11 designated, specially-equipped rooms in nine buildings. The **Department of the Interior** has created a Family Support Room for emergency child care of short duration. Employees can bring ill children to a headquarters facility equipped with desks and beds, and continue to work. The **Social Security Administration** has three new on-site centers under construction to supplement three already operating. The **Department of Energy's** Oakland, CA operation permits newborns in the work area until six months of age, under its Babies in the Workplace initiative. The **General Services Administration** oversees 106 child care centers in 68 cities in 31 states and D.C. Sixty percent are NAEYC-accredited. **Veterans Affairs** has 59 child care centers on VA-owned or leased property. The **Department of State** publishes an annual child care report for all overseas posts. Ten centers have been established at embassies abroad.

ELDER CARE

The **Environmental Protection Agency** offers comprehensive information through a rich variety of media at Research Triangle Park; the **Department of Energy** in Richland, WA uses a private comprehensive resource and referral company to meet employee needs for counseling and information. The **Nuclear Regulatory Commission** connects employees with community resources for older persons or incapacitated family members through its Employee Assistance Program, a strategy used by a number of agencies. The **State Department** reaches out with regular communications to frail elderly parents of employees stationed abroad. The **Social Security Administration** publishes an Elder Care Newsletter and is working with Johns Hopkins University on a computer database of all eldercare facilities and services in the state of Maryland. The **Office of Personnel Management** sponsors the Interagency Adult Dependent Care Working Group to promote agency initiatives in elder care.

FLEXIBLE WORK SCHEDULES

Many agencies reported very high percentages of employees on flexible schedules--e.g., half of **Defense** employees; 75% of **Energy**; 85% of **Labor**; and 60% of **Transportation**, including its most senior managers. Seventy percent of **EPA** employees are on compressed work schedules. The **National Aeronautics and Space Administration's** Marshall Space Flight Center closed completely between Christmas and New Year's. The **State Department** is establishing a job-share repository and will provide training and information to increase the number of sharing arrangements. **Veterans' Affairs** has 22,000 employees on compressed schedules, reporting better coverage, faster work turnaround, expanded consulting hours across time zones. It also reported the use of 1,639,430 hours of leave for family care by 70,800 of its employees.

TELECOMMUTING

The **Consumer Product Safety Commission** won the Vice President's Hammer Award for the success of its telecommuting pilot--60 of 128 field employees telecommute, primarily safety investigators and public affairs specialists. The commission reported a decrease in rent costs and an increase in productivity and morale. **GSA** has opened telecommuting centers for governmentwide use around Washington--the number of centers there will pass 20 by June. **GSA** has also set a goal for 1,000 of its employees to telecommute by 1998. **Navy** is the primary user of **GSA** centers--by the end of 1997, 350 of its employees will work at them. Six percent of the **Education Department's** workforce works at home or in centers, exceeding the federal goal of three percent. **Defense Investigative Services** has nearly 1,200 employees working from home or alternate work locations, full or part time. **Transportation** requires each of its organizations to establish a program and report progress--800 employees now telecommute at least once a week. The DOT's goal is five percent of its total workforce or 10% of those whose jobs are actually eligible for telecommuting. The **OPM** reports that 21% of its employees telecommute. Twelve percent of **Merit Systems Protection Board** employees telecommute, including administrative judges who write case decisions at home.

FATHERS' INVOLVEMENT IN CHILDREN'S LIVES

Defense supports 291 Family Centers to help service members and families develop skills and adjust to the unique challenges of military life, such as separation during extended deployments. The **Federal Emergency Management Agency** rotates its personnel during disaster deployments to maintain family involvement. The **Social Security Administration** presented a live, interactive broadcast on its National Satellite Network, "Strengthening the Role of Fathers in the Family." The **Coast Guard** offers a Dad's University which provides all-day seminars in fathering skills. The **State Department** plans a Fathers' Forum to help fathers network and learn about demands of fatherhood. **Health and Human Services**, **OPM**, and **DOD** are working collaboratively to facilitate establishment and collection of child support payments for and from federal employees. **Education** employees participate in their Education Volunteer Initiative

through which the department matches those hours of annual leave used by employees to volunteer with administrative leave. Seven percent actually volunteer while all employees receive family involvement publications from the Partnership for Family Involvement in Education.

EMPLOYEE SUGGESTIONS

Former **Housing and Urban Development** Secretary Cisneros engaged the HUD/AFGE National Partnership Council to design and offer recommendations for a more family-friendly workplace. One result was a competition which reviewed 23 proposals from 15 field offices; ultimately four pilots were approved for testing through local partnership councils. The U.S. **Information Agency** established a family-friendly team, through its partnership with unions, which conducted a survey of all employees, leading to revision of a number of policies. The **State Department** named work-family coordinators in each of its 27 bureaus. Many agencies report using a wide variety of media to solicit employee input and ideas--everything from the Internet to Intranets, electronic mail, suggestion boxes, work-life committees, councils and teams, quality of life surveys. A number of agencies--including **CIA, Labor, DOT** and **HHS**--have established work-life centers which serve as focal points for employee programs and feedback.

LEADERSHIP

Former **Transportation** Secretary Peña issued a "WorkLife" Challenge to all DOT employees, asking each senior staff member to do the same. Each staff is to integrate WorkLife Program success into organization performance measures. He also challenged each to expand worklife initiatives wherever possible, defining them as "business imperatives and good management." **Defense** plans to distribute its extensive response to the President's memo throughout the department, supporting it with radio and TV spots and newspaper articles that reinforce the idea of the role leadership plays in assuring a family-friendly workplace. **Energy** plans to do the same, along with a highly positive policy statement which encourages top managers to review the report and adopt changes locally, based on best practices in the department. The **OPM** set up the Work and Family Program Center to provide leadership and assistance to agencies. The center sponsors conferences, seminars, and exhibits; offers speakers; and sponsors the annual OPM Director's Award to recognize innovative and effective work-family programs.

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MAKING WORK "FAMILY FRIENDLY"

A Status Report to the President
On Federal Workplace Family Friendly Initiatives
June 1997

Mr. President:

Through personal leadership and inspiration, you have been driving a historic effort to encourage federal agencies to become more "family friendly."

Your 1994 and 1996 directives to agency heads on The Family Friendly Federal Workplace led agencies to review and improve their efforts to help employees balance and integrate work and family demands. Your signature on the Family and Medical Leave Act not only provided federal employees additional flexibility to meet their life needs but was a powerful signal of your determination to help all American families achieve a better balance of their many responsibilities. Your proposed expansion of that Act would furnish employees with valuable additional time off to meet important medical and educational needs.

This is critical because across the country, American workers are struggling to balance the demands of work and family, searching for ways to maintain a healthy family life and a satisfying and productive career. We now know that family-friendly initiatives, properly administered, not only result in stronger families, but in more efficient and effective workplaces and better service to our customers.

At a time when a great deal of attention has been given to the significance of this issue, I am presenting you with this update on where the federal government now stands in this important arena. It is clear from our review during the past year that the necessary policies and programs are in place. In fact, in many areas, the federal government can be truly proud of its leadership position and its role as a model employer.

For example, the federal government was well ahead of private sector employers in offering an array of highly flexible work schedules, starting as early as the 1970's. It pioneered the use of leave sharing and leave banks, helping employees facing devastating illness or family emergencies obtain the time off they need, thanks to donations of paid

leave from their co-workers. Our commitment to worksite child care is another remarkable example of where we have shown leadership in the quality and scope of our child care investments.

During the years ahead it will be important to build on these early successes.

Our first goal should be to achieve broader implementation of existing policies, at a level that will benefit significantly more employees: not only at headquarters but in the field, not only in some parts of agencies but throughout, not only to meet critical emergency situations but to help all employees manage the everyday stresses of contemporary life.

Second, we need to assure equitable access by all federal workers to innovative and supportive new strategies that have been generated in certain agencies and departments. We must work hard to be sure that the opportunities they provide are widely available and be alert to the opportunity to expand and amplify these efforts wherever possible.

Third, we should strive for a dramatic change in workplace culture. As we are learning in the private sector, it is important to increase support and recognition for people's lives outside of work; demonstrate respect for their unique contributions and needs; achieve better relationships with their supervisors and foster an environment that emphasizes trust and caring. Many substantive research efforts have recently documented the fact that these factors, combined with open and honest communications, can have far more impact than specific programs in inspiring employee commitment, productivity and creativity.

As you said at last year's Family Re-Union Conference: *Families and Work*, "We can set up a framework within government...pass laws, have regulations...but in the end, it's the culture of America that has to change," if we are to have stronger children, stronger families and a stronger economy.

The same is true in the federal community. We are learning to foster an environment that can truly change the culture of our workplaces and raise the spirit of the workforce, as called for in The Blair House Papers. While the current climate of cost reduction and downsizing might seem to make this effort more challenging, I believe that systemic implementation of family friendly policies can result in:

- higher morale,
- a more effective workforce,
- greater cost efficiency
- and better customer service, the very goals of our reinvention revolution.

The report that follows offers greater detail on agency efforts, with examples of specific accomplishments. It highlights some of the cutting-edge, innovative approaches some federal agencies are taking. We need to broaden the use of these approaches throughout the federal government.

All of this will take continued leadership by this Administration. Only when workers believe that their family life is supported by their top leaders can they be most effective. Only when senior management sets high expectations can these family-friendly practices become reality for all federal workers.

What follows is a summary of progress in each of the seven areas outlined in your memorandum of last June, as well as recommendations for further progress in each area.

1. FLEXIBLE HOURS

Nearly half of all federal employees take advantage of some form of flexible work schedule to meet the needs of both their jobs and their families. The flexibility most used by federal employees is staggered arrival and departure times, or compressed work weeks in which employees work nine hours for nine days and then take one day off every other week. It is encouraging that a number of large agencies report very high percentages of employees on such flexible schedules, ranging upward from 50% to 85%.

Most agencies are also doing a fine job administering the Family and Medical Leave Act, as well as leave sharing programs where co-workers voluntarily donate paid leave to employees who are experiencing personal or family emergencies. Some agencies are making effective use of part time schedules, in many different positions and grade levels, including senior managers. Job sharing arrangements are still relatively rare, but are working well where they exist. In some agencies, employees who volunteer and use their own leave to do so can have it matched by their department, providing a significant incentive to become involved in school events or participate in community activities.

Recommendation: Increase Employee Usage

Agencies need to continue to increase the percentage of their work force that uses various forms of workplace flexibility. Improvements are needed in some parts of agencies where flexible schedules are not yet offered to senior level employees. Part time employment and job sharing arrangements should be further encouraged, including for mid- and senior-level employees. More departments should match leave employees take to volunteer in their children's schools. Agencies are also urged to fully inform employees of the Family and Medical Leave Act as called for in Executive Directive [] under which employees may schedule and be granted up to 24 hours of annual leave, compensatory time off, credit hours or leave without pay for special family and medical circumstances, such as school activities or children's doctors appointments.

2. SAFE, AFFORDABLE QUALITY CHILD CARE

This is an area of acknowledged leadership for the federal government and we should

take justifiable pride in the number and quality of worksite child care centers sponsored by civilian and military agencies. The Department of Defense child care system is widely recognized as a model which states and communities could well emulate, with its thoughtfully integrated combination of many forms and settings for care, for very young children, as well as school age children. At your recent White House Conference on Early Childhood Development and Learning, you directed the Secretary of Defense to share this experience widely, citing the recognition DoD has achieved as a premier provider of child care.

Both DoD and the General Services Administration, which oversees a large number of the centers sponsored by civilian agencies, have established a requirement for professional accreditation which is driving significantly higher standards of quality in their centers than are widely available in the private and non-profit sectors.

The biggest barrier to federal employee access to safe, affordable child care, particularly among lower-graded employees, continues to be the high fees charged by federal centers. The General Services Administration (GSA) has studied this problem intensively this year. It found that while employer-supported child care is a cost-effective investment, it requires steady, predictable funding. In May, GSA released a report to Congress outlining a number of bold steps it plans to take to increase revenues and enrollment, reduce operating costs and expand the availability of tuition assistance for parents who can't pay the full fees.

Additionally, your welfare-to-work initiative lends new and important impetus to the need to make federal child care not only an example of quality, but a model of accessibility and affordability. Your directive to the GSA Administrator made it clear that you expect this issue to be resolved, not only for those former welfare recipients being hired by federal agencies, but for all lower income federal employees.

The problem of affordability of child care is a challenging one -- not unique to the federal community. GSA plans to step up to a new role of helping to support the fund raising and financial development needs, not only of the centers that operate in its buildings, but all those sponsored by civilian agencies. It has announced plans to retain fund raising experts and advisory groups to help accomplish this goal.

Recommendation: Make Child Care More Affordable

The General Services Administration should work aggressively to help resolve the affordability challenge. This means that GSA should define a national strategy to help support the financial needs of all federal centers and help make them affordable to a broader range of parents. At the same time, it should encourage external partnerships and stimulate pilot programs of new kinds of care, all of which have the potential to improve affordability. Additionally, it should work closely with other civilian agency sponsors of child care to continue to study this problem, bring forth new recommendations, including any desired legislative initiatives, and monitor the actions

and needs of federal parents.

3. ELDER CARE INFORMATION AND REFERRAL

Elder care increasingly affects federal workers, just as it does the entire American workforce. This trend can only continue as our population ages and a whole generation of baby-boomers turns 50 and older. Most federal agencies are providing information on elder care issues, options and solutions to their work force, in a variety of formats from brochures and seminars to websites. We've learned that many provide information and referral services to employees, either through Employee Assistance Programs or specialized contractors. This service offers employees facing the whole gamut of elder care problems specific information on everything from Alzheimer's to living wills, from assisted living options to financial planning. Importantly, it can also refer employees to specific programs or services that can best meet their needs wherever their parents live, whether in the same neighborhood or, as is true in a large majority of cases, several states away.

Recommendation: Heighten Awareness and Availability

Elder care programs should be increased so that every agency offers assistance, and broadened to supplement information with more individualized counseling of employees coping with personal elder care issues. The Office of Personnel Management should engage the Interagency Adult Dependent Care Working Group, which it sponsors, to study how best to do this and to report recommendations for specific action items no later than the end of this year. It should also ensure that Employee Assistance Programs are fully capable of providing expert advice and support in this important subject area.

4. OPPORTUNITIES TO TELECOMMUTE

While considerable progress has been made in telecommuting in the last three years, much more can and should be done. I believe it remains the single issue with the greatest potential to change our federal workplace culture, much as flexible work schedules have during the last twenty years.

Telecommuting will both permit and require a new emphasis on measurement of actual results generated by employees, rather than their ability to be at the principal workplace at specific times. This is in line with the intent of the Government Performance and Results Act, which moves into full implementation this October making agency accountability for results a matter of law. And the trust, respect and open communications that undergird successful telecommuting arrangements will go a long way toward building the new workplace culture that can support the transformation required by our reinvention efforts. For both of these reasons, it is critical that we intensify our efforts here and ensure their success.

The last formal count of federal telecommuters, taken one year ago by General Services Administration, measured nearly 10,000 individuals working at home, at special satellite centers or at other locations different from the principal workplace. We believe that number may well have doubled in the last twelve months; a survey is underway to get an updated count. We are moving in the right direction toward the goals of your President's Management Council: 60,000 federal telecommuters by FY 1998 and 160,000 by FY 2002.

To complement and supplement home-based telecommuting, GSA has opened 12 telework centers in suburban Maryland, Virginia and West Virginia, with another ten or twelve expected to open in the Washington area by the end of 1997. More than 400 employees from 40 agencies now use these centers. Ten more facilities have been opened in other parts of the country and others are planned. In Atlanta, for example, four centers were opened around the city to help ease traffic flow during the 1996 Olympics; they continue to operate today. In Chicago, two centers are available, one downtown in the federal building (to serve employees who live in the city but work at suburban locations) and another in a suburban location west of the city. In Valencia, California, a very active center continues to be used by federal employees and taxpayers, long after it was built as part of our emergency response to the Northridge earthquake in 1994.

While these achievements are encouraging, there remain barriers to the full realization of telecommuting's potential to improve quality of life for federal employees and get work done most productively. The most significant of these are managerial resistance to change, an unwillingness to abandon the "command and control" approach to management, and reluctance to measure employee performance by results, rather than "face time." Changing this will require clear direction from the top, as well as more intensive education and sharing of positive experiences.

Recommendation: Set and Meet Challenging Goals

The President's Management Council (PMC) has established numerical telecommuting goals for 1998 and 2002 and has tasked an Interagency Working Group with executing a detailed plan to accomplish them. Working in concert with the National Performance Review, the PMC should ensure that all Executive Branch agencies set and meet their own challenging time-phased telecommuting goals consistent with the overall goals. To accomplish this, each individual agency should set goals that at least 3% of its workforce telecommute in the next two years and 15% by 2002. They should also put in place the appropriate implementation mechanisms to make sure the goals will be achieved.

At a governmentwide level, the Department of Transportation and the General Services Administration lead the PMC Interagency Working Group on Telecommuting. They should work with the National Performance Review (NPR) to accelerate progress on the PMC plan by stepping up efforts on education, awareness and technical assistance,

particularly as it relates to management attitudes, support and participation. NPR can also be helpful in showcasing federal agencies that are out front on this issue, such as the Departments of Transportation and Defense.

At the community level, the Office of Personnel Management should harness the energies of the Federal Executive Boards (FEBs) and the Federal Executive Associations (FEAs) to provide leadership in the cities targeted by the PMC Plan. There, the FEBs and FEAs should coordinate with state and local government and private sector counterparts to develop collaborative community-based partnerships that lead to increased use of telecommuting as an effective workforce and traffic demand management strategy. Similarly, the Department of Transportation, acting in its leadership role under the Global Climate Change Action Plan, should energize and involve its local Metropolitan Planning Organizations to join in community efforts to raise public awareness of telecommuting and increase employer participation in all sectors.

5. ACTIVE INCLUSION OF FATHERS

Agencies are aware that their commitment to strengthening fatherhood must include support for the fathers in their workforce, as well as through the programs they administer for all Americans. One result has been a change in attitude to reflect a deeper understanding of a father's family responsibilities. Another result has been more respect and encouragement from managers, who now allow fathers the time off they need to attend to family obligations. We have seen this work in the culture at the White House, where fathers are beginning to take paternity leave and, in some cases, have been working a flexible or part-time schedule to help care for young children.

Several federal agencies have taken proactive steps to reach out to fathers, allowing more men the flexibility to become more actively involved in the lives of their children. When men face long periods of deployment away from their families, several agencies--particularly those in the military--have developed a great variety of programs, services and support mechanisms to assist families in these difficult times. Other agencies are offering special educational programs to provide fathers new tools to improve their relationships with their children and to build awareness of their own parenting strengths.

Some practices that support men in their role as fathers are difficult to define as separate programs, because for the first time, father's family needs are being considered equal to those of mothers. Rather than being seen as a problem this difficulty actually reflects real progress.

Recommendation: Encourage Men in Their Role as Fathers

The Interagency Working Group on Fatherhood was created as a result of the Presidential memorandum of June 16, 1995, tasking the heads of all federal agencies to

find ways for a flexible, responsible government to strengthen the role of fathers in families. This Working Group should continue its vigilant approach to address the needs of fathers in the federal workplace. Agencies should make a particularly strong effort to expand flextime and telecommuting programs for fathers, to encourage paternity leave; and to be open and willing to receive suggestions from and about fathers. Support for these efforts should be communicated from the highest levels of management.

6. EMPLOYEE SUGGESTIONS

Many agencies are employing a variety of creative ways to capture employee suggestions and feedback on family-friendly programs and policies. They are using a number of different mechanisms from work-family resource centers to employee surveys, from home pages to task forces and suggestion programs. Some use existing programs to solicit employee suggestions but more often, agency leaders have chosen to establish new or special workplace teams or new partnerships with employee unions focused specifically on this topic. Many agencies report having acted on the suggestions they received, crediting employee input with the establishment of a number of new programs and policies.

Recommendation: Promote the Process

The use of employee feedback and suggestion mechanisms should be clearly supported and widely promoted. This will yield maximum participation and will tap the greatest asset of the organization--the creativity and brain power of the men and women who comprise our federal work force. Agencies can also utilize their partnerships with unions to accomplish this.

In addition, the Office of Personnel Management should consider establishing and staffing an 800 number which can be called by employees when they have suggestions that have governmentwide applicability, or when they have a work-family concern or problem which can't be settled within their agency.

7. LEADERSHIP AT THE HIGHEST LEVEL

Agency leaders perceive the creation of a family-friendly workplace as a key management strategy which can evoke greater employee commitment, more discretionary effort and higher productivity. Despite the fact that this can be effectively demonstrated by a number of recent research studies in the private sector, too many others within their organizations still see work-family programs as a nice reward for good employees, instead of central to achievement of agency missions.

First Tennessee Bank has a cost-benefit analysis of work-life efforts that shows that family-friendly policies and programs helped achieve customer goals with a supportive

workplace culture. When managers were supportive, their study found, customer service and customer relationships improved. DuPont uses ten years of research to demonstrate that users of work-life initiatives are the company's most committed employees. IBM research demonstrates that the highest performers stay with the company because of its work-life programs. Aetna employs a tracking system to collect in a systematic way information about employees' use of flexible schedules. This helped uncover that their family leave program has reduced turnover among new mothers by more than 50%.

These studies, and many others, suggest that there is ample proof that family-friendly workplace programs are not just for a few employees who encounter serious and sometimes tragic circumstances. They are, instead, effective means to drive broad workplace change--change that improves customer service, reduces cost, improves employee attitudes and effort and supports recruitment and retention of the best and brightest employees.

Here in the federal sector, leaders of several agencies have stepped forward to demonstrate their personal commitment and to encourage it in others. For example, at the Department of Transportation, the Secretary issued a challenge to all senior managers, asking that work/life program success be integrated into organization performance measures. The Department of Defense has distributed its extensive response to your directive throughout the department, supporting it with radio and TV spots and newspaper articles that reinforce the role that leadership plays in assuring a family-friendly workplace. And the Director of the Office of Personnel Management has established an annual award, now highly coveted among federal agencies, to honor those agencies that provide innovative and effective work and family programs throughout the government. All of these demonstrations of top level leadership and involvement are paying off.

Recommendation: Hold Organizations Accountable

We must continue to exert strong leadership in this arena, to communicate the importance of balancing work and family needs. We must do this because it is good for families--but also because it is important to building strong organizations capable of delivering the results that our customers--American taxpayers--demand and deserve. Agency leadership should also challenge their organizations in the same manner and with mechanisms no different from those they use to focus management attention on other key priorities--that is, establish clear goals, set high expectations and hold their line organization accountable for results.

A great place to work

Mr. President, if we do all of these things--and do them well--I am confident we will have moved the federal workplace toward the goal you have held out before us since early 1994: we will have created a federal workplace that is friendly to families. At the same time, our employees will see it as a great place to work and the American people will respect it as an effective place with which to do business.

Sincerely,

Al Gore

Attachment

How Agencies Responded to President Clinton's June 21, 1996 Memorandum on Implementing Federal Family Friendly Work Arrangements

"Today I am directing all executive departments and agencies to review their personnel practices and develop a plan of action to utilize the flexible policies already in place and, to the extent feasible, expand their ability to provide their employees: 1. assistance in securing safe, affordable quality child care; 2. elder care information and referral services; 3. flexible hours that will enable employees to schedule their work and meet the needs of their families. This includes encouragement to parents to attend school functions and events essential to their children; 4. opportunities to telecommute, when possible, and consistent with their responsibilities, to achieve the goal of 60,000 telecommuters by 1998 as set by the President's Management Council. This includes telecommuting from home and from satellite locations; 5 policies and procedures that promote active inclusion of fathers as well as mothers; 6. an effective mechanism by which employees can suggest new practices that strengthen families and provide for a more productive work environment; and 7. leadership and participation in these policies and programs at the highest level of the agency.

1. "Assistance in securing safe, affordable quality child care"

Sixty percent of the centers under **GSA oversight** are accredited by the National Association for the Education of Young Children.. GSA's goal is that 100 percent of the centers will be accredited in less than two years. In comparison, between 5 and 10% of child care centers nationwide are accredited. In addition, 69 % of the **Defense Department's** child development centers are similarly accredited.

The **Department of Defense** child care system is the largest employer-sponsored program in the world and includes child development centers, family child care homes, and school-age care programs for more than 200,000 children of active duty personnel. All center staff and child care providers participate in a competency-based program based on the nationally recognized Child Development Award Credential competencies. The National Association for the Education of Young Children has cited DoD as a national leader in child development programs. The 1996 Carnegie Foundation report, "Years of Promise," recognized the Department's efforts to provide quality child care services that meet the demanding lifestyle of military families.

The **Department of Transportation** sponsors 28 on-or near-site child development centers with plans to develop more. It also requires accreditation of these centers.

Federal centers host a variety of fund raising activities, solicit donations during the Combined Federal Campaign, use funds from agency recycling programs and even hold bake sales and auctions to support tuition assistance and scholarships for employees' children. Among them are centers at the **Federal Energy Regulatory Commission**, the

U.S. Department of Energy, the U.S. Housing & Urban Development Department, the U.S. Department of Labor, the Nuclear Regulatory Commission, the State Department, Veterans' Affairs, the Department of Transportation, the U.S. Environmental Protection Agency.

The **U.S. Department of Energy** sponsors one of the most innovative programs, "Babies in the Workplace," which was established at the Oakland, California, Operations Office. The newborn child can be in the parent's immediate work area up to six months of age.

The **Executive Office of the President** and the **Federal Energy Regulatory Commission** have a private room available for nursing mothers.

A Family Support Room was recently established as a pilot project in the main **Department of Interior** headquarters building in Washington, D. C. for employees who face an emergency child care situation of short duration during the business day. The employee can bring the child to the facility and continue to work since the support room is fully equipped with office equipment as well as comfortable couches and beds. The intent of this pilot is to help employees manage a child care emergency with minimum disruption to productivity.

At the same time, the **Department of Interior** is also widening the scope of efforts to make laptop computer equipment available to "check out" for short term use to enable employees to meet emergency child care situations and continue working at home. Some field installations have made accommodations available for nursing mothers. Others provide space where mothers can meet to discuss and exchange information on child care, parenting and balancing work and family issues.

Some **Environmental Protection Agency** locations, such as EPA Region X, Seattle, offer part-time child care enrollment to accommodate part time employees' schedules. Others locations offer drop-in services on a daily basis.

The **Overseas Private Investment Corporation** provides summer camp information for employees, and the **Federal Communications Commission** maintains a listing of seasonal recreational programs in neighboring communities for employees' children.

The **U.S. Nuclear Regulatory Commission** operates a Kindergarten program so that working parents can continue to be close to their children as they begin school.

The **U.S. Merit Systems Protection Board** is developing emergency child care facilities for sick children.

Since there is a large demand for the limited number of child-care spaces available at the **CIA**, the Agency's Family and Employee Liaison Office maintains an in-house list of teenage and college-age dependents and spouses of Agency employees in the Washington area who have expressed an interest in providing baby-sitting services for Agency

personnel.

NASA's Ames Research Center in Moffett Field, California, provides child care for part-time workers and scholarships for employees with lower incomes. **Dryden Flight Research Center** in Edwards, California, provides drop-in care with one day's notice. Ames Research Center has formed a group of working mothers to address affordable child care and other family concerns.

Many federal child care centers, including those at the **Social Security Administration** and the **Department of State**, offer full day summer programs for school age children up to 12 years old.

The **Department of State's** Foreign Service families en route to or from post are provided with temporary child care services. Its child care center accepts school children on days when local school systems are closed and on snow days.

The **Department of Energy** provides a variety of childcare services to its employees around the nation. The Albuquerque Operations Office constructed a new state-of-the art child care facility considered best in its class and saved almost \$60,000 by building, rather than leasing space and paying overhead costs.

2. "Elder Care Information and Referral Services"

Many agencies' Employee Assistance Programs acts as clearinghouse for elder care information and referral. A few, like the **Department of Transportation**, provide one-on-one consultations with an advisor to help locate elder care services.

Those agencies that provide support groups and counseling for employees faced with elder care include the **Department of Transportation**, the **Department of Housing and Urban Development**, the **U.S. Information Agency**, and the **National Security Agency**.

The **Department of Energy's** Richland, Washington, office uses a private comprehensive resource and referral company to meet employee needs for counseling and information.

The **Department of Labor's** Work/Life Center manages an elder care clearinghouse that provides referral services, web sites, literature, videos, etc. for interested employees. Each year a Care Providers Fair is held where employees can get answers to questions in person.

The **Social Security Administration** conducts interactive broadcasts on the SSA National Satellite Network, holds caregivers' fairs, publishes an elder care newsletter,

hosts support groups and individual guidance sessions. Satellite broadcast topics include safeguarding the elderly from cons, scams and swindles, senior living arrangements, understanding Alzheimer's Disease, osteoporosis and stroke rehabilitation and recovery. Future broadcasts include updates on Alzheimer's Disease and changes in Medicare. SSA is currently field testing a computer database of all elder care services and facilities in the State of Maryland.

The **Tennessee Valley Authority** provides elder care fairs with information on financial planning, preparation of living wills and coping skills.

Since 1982, the **Department of State's** social work staff of its Employee Consultation Service has provided individual elder care counseling, including making home, nursing home, and hospital visits to assess a situation and facilitate family communication.

The **United States Information Agency** provides a full spectrum of elder care services for its employees, including health fairs, seminars on Alzheimer's disease, legal issues, housing, nursing homes, financial/estate planning, and taking care of the caregiver.

In response to employee inquiries and survey responses, **EPA's Research Triangle Park** developed a comprehensive elder care program that serves as a model for the agency. The program is for employees who provide or assist with the physical, emotional and/or financial support of an elderly person. The program comprises an elder care information kit, a community services and assistance directory, a survivor benefits manual and an elder care locator pamphlet.

The **Department of Defense** surveyed all employees and determined that 6 % of its workforce had elderly dependents and 9 % had long-distance care responsibilities. In response, DoD's Family Centers are increasingly addressing the needs of personnel who are caring for elderly family members. The Hampton Roads Joint Services Exceptional Family Member Committee sponsored the region's first military Elder Care Workshop in May 1996. The National Security Agency sponsors two-day Elder Care Expos and the Office of Family Policy in the Office of the Secretary of Defense provides information seminars on elder care.

The **Office of Personnel Management** sponsors the Interagency Adult Dependent Care Working Group to promote agency initiatives in elder care.

3. "Flexible hours that will enable employees to schedule their work and meet the needs of their families. This includes encouragement to parents to attend school functions and events essential to their children."

Although flexible schedules were initially instituted several years ago as a means to ease commuting and energy problems, today's emphasis focuses on employees' ability to

balance work and family responsibilities. Many agencies reported very high percentages of employees on flexible schedules – i.e. half of **Defense** employees, 75 percent of **Energy**, and 85 percent of **Labor**. Seventy percent of **EPA** employees are on compressed work schedules. Most of the agencies are doing a good job creating flexible schedules for their employees utilizing flex time, voluntary leave transfer programs and alternate work schedules. As the **Selective Service System** reports: “Creative scheduling has been a definite morale booster...”

NASA’s Marshall Space Flight Center shuts down completely between Christmas and New Year’s Day to allow employees to spend more time with their families during that special season.

An employee of the **Defense Special Weapons Agency** has been able to continue her college education and pursue other interests as a result of job sharing in a legal assistant position. Another employee of the same agency was unable to work full time due to a physical problem. The ability to job share enabled him to continue working.

The **Department of Education** matches leave time for time parents spend at their children’s schools.

The **Central Intelligence Agency** employees use of alternative work schedules has increased from 8 percent in 1990 to 22 percent in 1996. The agency also has one secure telecommuting center and has proposed to Congress the creation of three secure telecommuting centers by 2001 to help employees do classified work closer to home.

The **Department of Energy’s** employees have increased their use of family friendly leave: in 1995, more than 1,800 employees used nearly 43,000 hours. This was increased in 1996 to 2,641 employees who used over 66,000 hours.

The **Department of State** offers some form of flexible schedules in all 27 bureaus. Thirty percent of the bureaus offer all three forms of alternative work schedules: flextime, flextour and compressed schedules.

The **Department of Veterans’ Affairs** has a special program called the Baylor Plan that allows registered nurses to work 24 hours on weekends and receive 40 hours pay. This

Three employees in the **Labor Department’s** Chicago Region, Office of the Assistant Secretary for Administration and Management, work on part-time schedules to accommodate changes in their families’ situations and needs. It enables them to become more involved with their children and eases the work and family demands they face as working parents.

provides unique opportunities for VA to staff facilities on the weekends and for employees to balance their work and personal responsibilities.

The **Department of Housing and Urban Development** recognizes the challenges of managers and supervisors and their attempts to balance work and personal life. In an effort to further expand the participation of managers and supervisors in the Alternative Work Schedules program, the criteria established for the Employee-Friendly Workplace Competition required that the pilot programs cover all supervisors. (The "Competition" was an effort by HUD to provide their entire workforce with an opportunity to submit models for local testing. Twenty-three proposals were received from 15 HUD Field offices).

The part-time employment program at the **Federal Communications Commission** has been very successful. The majority of the part-time positions are requested by employees to accommodate family concerns. Employees of all positions and grade levels, including Senior Executives, have successfully utilized the program.

4. "Opportunities to telecommute, when possible, and consistent with their responsibilities, to achieve the goal of 60,000 telecommuters by 1998 as set by the President's Management Council. This includes telecommuting from home and from satellite locations."

The **General Services Administration** has opened telecommuting centers for governmentwide use around the Washington, D.C. area, Los Angeles, Atlanta, Chicago, Philadelphia and other cities for use by all federal agencies. There will be more than 20 centers in suburban Washington alone by summer of this year. GSA has also set a goal for 1,000 of its employees to telecommute by 1998.

Six percent of the **Department of Education's** workforce works at home or satellite centers, exceeding the Federal goal of 3 percent. The **Department of the Navy** is the primary user of GSA telecenters – by the end of 1997, 350 employees will work at the centers. **Defense Investigative Services** has nearly 1,200 employees working from home or alternate work locations, full or part time.

The **Department of Transportation** requires each of its organizations to establish a telecommuting program and report progress. Eight hundred employees now telecommute at least once a week. The DOT goal is 5 percent of its total workforce, and this number is expected to dramatically increase in the next year. The **Federal Railroad Administration**, the **Federal Highway Administration** and the **Federal Aviation Administration** are piloting different experimental programs for safety inspectors to work out of their homes, or in some cases, their cars as they are on the road as inspectors. As a result, the **Federal Railroad Administration** has closed several field offices.

By 1998, the **Department of Energy** projects that about 1,200 employees will be telecommuting – half of that number will come from field offices and half from DOE headquarters. The Bonneville Power Administration has about 60 employees participating in a telecommuting program in which employees use their own equipment. The Chicago Operations Office has utilized a Federal agency satellite office and at the Golden, Colorado, Field Office 22 of the 147 employees have participated in the telecommuting program. The Department's goal is to have a 10 percent participation level in headquarters and increased levels in its field offices by the end of the fiscal year.

The **U.S. Consumer Product Safety Commission's** telecommuting pilot project was launched in 1995 and involved ten field employees from five offices in the Eastern Region. During 1996, the agency offered the opportunity to telecommute to most of their field offices. Currently about 60 of the 128 field employees (primarily Product Safety Investigators and Public Affairs Specialists) - about 50 percent - are working from their homes or from satellite locations. The results have been a decrease in rent costs and an increase in productivity and morale among the participating employees. In July of 1996, the agency was awarded the Hammer Award by Vice President Gore's National Performance Review in recognition of the success of this project.

The **Corporation for National Service** has increased its use of satellite telecommuting centers, allowing more employees to work closer to home once or twice weekly. As more telecommuting centers are opened, they will explore additional use of telecommuting.

A telecommuting pilot is the newest addition to the **Federal Communications Commission's** family friendly work environment. The program consists of 30 employees occupying positions ranging from senior level to clerical. The participants will work from their homes or telecommuting centers with the agency providing the computer equipment, where necessary.

A growing number of the **Federal Mediation and Conciliation Service** mediators in field offices are now working out of their homes. They have been provided with lap top computers to assist in their daily work.

A telecommuting pilot program, an Employee-Friendly Workplace Task Force recommendation, for the **Department of Housing and Urban Development's** Colorado State Office is in final implementation stages.

The **Department of Labor** recently completed two successful pilot programs on Flexiplace/Telecommuting and the programs are now permanent. The Department has about 3,400 employees participating in some form of telecommuting. Forty-six percent of these are fathers.

Thirty-three employees (12 percent) of the **Merit Systems Protection Board** telecommute. This includes participation of administrative judges from regional offices who write case decisions at home. MSPB's goal is to increase Flexiplace participation to 15 percent by 1998.

The **National Credit Union Association's** examiners telecommute from their homes when they are not examining credit unions or on travel duty. The agency is currently broadening its use of telecommuting using advanced computer technology. They will exceed their goal by extending this program to one other office.

The **National Labor Relations Board** initiated a telecommuting program involving Administrative Law Judges and other employees. Several supervisory attorneys are included in the pool of telecommuting employees who are working at home.

The **National Mediation Board** has established a home-based computer program that permits employees to check out excess computers for use at home for official agency business, including computer training. This program has allowed employees to perform work functions at home, enabling them to be more responsive to family needs and to enhance their productivity. The mediation staff has been equipped with computers as well as fax machines for home use.

The **Department of Defense's Defense Investigative Service** has instituted a Work-From-Domicile program. Currently, the Service has almost 1,200 employees working from home or alternative work locations on either a full-time or part-time basis. Under the program, many investigators work from their homes, traveling to interviews without the requirement to report daily to a central office. Visits to the office for meetings, training, orientations, and general administrative requirements may occur only occasionally.

The **Defense Contract Audit Agency** has aggressively pursued telecommuting not only as a means of helping employees balance the competing demands of work and family responsibilities, but also to reduce overhead costs through the reduction of commercially leased space. Through telecommuting arrangements covering 91 employees, DCAA estimates over \$400,000 savings over a two-year period.

5. "Policies and procedures that promote active inclusion of fathers as well as mothers."

The **Department of Defense** produced a video promoting ideas which deployed fathers can use to stay in touch with their children while away. It was distributed to the 291 Family Centers for use in the deployment programs. The **Armed Forces Information Service** developed articles on the role of fathers for all installation newspapers. The **Armed Forces Radio and Television Service** developed a radio spot highlighting the President's emphasis on fathers, which was broadcast to all overseas sites.

Forty-six percent of the **Department of Labor's** flexiplace program participants were fathers who reported having had more involvement in family matters and in particular, in their children's lives, such as spending more time with their children and being home before their bed-time instead of using the time to commute from the office.

Captain Greg Bryant, a marine and father of two young girls, was involved in the rescue mission of Captain Scott O'Grady while deployed in Bosnia. His desire to maintain contact with his family during long term deployments, and his recognition of this need among other servicemen, led Bryant to build on a Department of Defense initiative that provides service men and women with video cameras and audio and visual tapes. He recorded himself on videotape reading stories to his 3-year-old daughter and regularly sent the tapes home allowing him to foster a vital link with a child too young to read his letters. Bryant led other fathers in his squadron of 450 marines in similar videotape exchanges with their families.

The **Department of Education** took a leadership role in planning and implementing a federally sponsored conference hosted by Vice President Al Gore on "Strengthening the Role of Fathers in Families" in May, 1996. Plans for this year include conducting a "Dad Goes Back to Class" campaign to get all Department parents to go to their child's classroom and participate in an activity with the child's class and establishing a "Friend of the Family" award category to the Department awards system.

The **Department of Energy's Bonneville Power Administration**, where two-thirds of the employees are male, established a Parent Resource Group that holds monthly luncheons on parenting topics ranging from "Quality of Parenting" to "Raising Teenagers."

The **U.S. Coast Guard** has established a "Dad's University" that provides training to both military and civilian employees.

Chaplain Gary P. Wheeden, a lieutenant commander in the U.S. Coast Guard, teamed up with Family University to offer “Dads University” courses to 90 Coast Guard units and other organizations that employ fathers. One course, entitled, “The Secrets of Fast-Track Fathering,” gives fathers tools for improving their relationships and helps them develop “a fathering mindset.” Dads University workshops focus on celebrating fatherhood and raising fathers’ awareness of their own parenting strengths, mistakes and potential for maximizing time with their children.

The **Federal Emergency Management Agency** rotates its personnel during disaster deployments to maintain family involvement and works to ensure that family members are not separated from each other in shelters during disasters.

A Parent’s Network has been formed by **EPA’s Region 1 in Boston**. The group meets monthly and makes recommendations to the Human Resources Office and senior management on ways to improve the balance between work and family.

The **Department of State** plans a variety of activities related to father involvement, including a “Fathers’ Forum” program. Opportunities for fathers to network with each other and learn about the demands of fatherhood will be the focus. Other issues have also been identified, such as avoiding routine late-in-the day staff meetings, to educate managers about the importance of supporting both mothers and fathers in their parenting roles.

The **Social Security Administration** presented a live, interactive broadcast on its National Satellite Network on “Strengthening the Role of Fathers in the Family.”

6. “An effective mechanism by which employees can suggest new practices that strengthen families and provide for a more productive work environment.”

Some agencies used existing mechanisms to solicit employee suggestions, but more often, the agency leadership chose to establish new family-friendly workplace teams or new partnerships with employee unions. A number of agencies – including **CIA, Labor, DOT and Health and Human Services** have established work-life centers which serve as focal points for employee programs.

The **Federal Energy Regulatory Commission** conducts annual parent surveys to assess the effectiveness of communication between parents and staff and the overall satisfaction with child care services provided.

The **Department of State** has a network of 27 work and family coordinators, one for each bureau, to receive employee suggestions about new practices for strengthening families. In August 1996, the work and family coordinators conducted a survey to assess the use of family-friendly initiatives throughout the Department and to receive feedback from employees. Future plans include focus groups and surveys to garner information and suggestions about new and existing initiatives.

The **Peace Corps** is establishing a Family Issues Work Group that will solicit suggestions from employees.

The **U.S. Information Agency** established a Family-Friendly team through its partnership with unions and conducted a survey of all employees that led to the revision of a number of policies.

The **National Science Foundation's** Labor Management Partnership recently initiated a feasibility study and implementation plan after an employee survey showed wide spread support for a child care center.

The **United States Agency for International Development** established the USAID Quality Council to review and evaluate agency policies and programs, employee concerns and suggestions for improvements in the workplace.

The **Department of Labor** intends to make the Employee Suggestion Program part of their intranet system to give employees easier access and eliminate the use of forms.

The **Interior Department's Bureau of Reclamation** has developed a Work and Family Team that serves as a vehicle for employee input into the family friendly activities of the Bureau. The **National Park Service** has established a home page that provides family friendly and worklife information to their employees.

The **General Services Administration** has replaced its Suggestions Program with a new, more decentralized, Solutions Program. The new program uses different regional approaches, including teams of evaluators and advocates. The program is changing the way GSA handles and implements new ideas because it has a "bias to adopt" philosophy-meaning it leans in the direction of accepting employee solutions, rather than resisting them.

The **Executive Office of the President** has established a Customer Service Bureau to assist staff in finding answers to questions and to make comments and suggestions. An Employee-Friendly Task Group has also been established to review and develop recommendations on the use and expansion of employee-friendly programs.

The **United States Arms Control and Disarmament Agency** surveyed its employees on a variety of family friendly work issues

The **Selective Service System** has an employee suggestion program in place. The Agency collects, reviews and pursues each submission.

7. "Leadership and participation in these policies and programs at the highest level of the agency."

The **Department of Transportation's** Secretary issued a "WorkLife" Challenge to all DOT employees, asking each senior staff member to do the same. Each staff is to integrate WorkLife Program success into organization performance measures. He also challenged each to expand WorkLife initiatives wherever possible, defining them as "business imperatives and good management."

The **Department of Defense** has distributed its extensive response to the President's directive throughout the Department, supporting it with radio and TV spots and newspaper articles that reinforce the role leadership plays in assuring a family-friendly workplace. The **Department of Energy** plans to do the same, along with a highly positive policy statement that encourages top managers to review the report and adopt changes locally, based on best practices in the Department.

The **Environmental Protection Agency** Administrator wants to ensure that EPA's "Quality of Worklife" is among the best in the Federal government. As such, many Regional offices have developed and issued their own family leave manuals and policies. Decision pertaining to the use and approval for various family-related and work issues have been delegated to the lowest level of authority to demonstrate the Agency's commitment to support staff on balancing work and family issues.

The **Office of Personnel Management** set up the Work and Family Program Center to provide leadership and assistance to agencies. The Center sponsors conferences, seminars and exhibits, offers speakers, and sponsors the annual OPM Director's Award to recognize innovative and effective work-family programs.

The **Department of State's** leadership has made it clear that the work and family policy and program initiatives are "a long-distance event, not a sprint."