

When President Clinton signed the welfare reform act last August 22, overhauling the nation's welfare system, he hoped the day would be remembered not for what it ended, but for what it began. "The bill restores America's basic bargain of providing opportunity and demanding responsibility in return," the President said.

A noble vision. An estimated two million welfare recipients will leave the rolls during the next four years, including about 700,000 heads-of-households. Ninety percent of them are single mothers, 42 percent have a high school education, while 16 percent have had some college instruction. But 70 percent had recent work experience before going on welfare. The President wants the Federal Government, as the nation's largest employer, to contribute to the greatest extent possible to this national effort.

But the devil, as they say, is in the details. How can the Federal Government, which is under continuing pressure to streamline operations and reduce employees, provide jobs for some of these workers?

Interior's Welfare-To-Work plan, which **Secretary Babbitt** submitted to the White House on April 9, sets a goal of 325 hires over the next four years, calling on managers to take additional measures within current staffing and budget levels to help heads of households move their families from welfare dependence to self-sufficiency. The target includes seasonal and temporary hires. The projected breakdown is 1997 - 50, 1998 -75, 1999 - 90, 2000 - 110.

### Duty and Obligation

"I believe that helping America's most chronically impoverished people rise from welfare to the kind of work that builds pride is not simply an initiative," said Secretary Babbitt. "It is our duty and one of our oldest obligations."

Interior's initiative would build on existing hiring and training programs using existing budget authorizations. No new jobs would be created. Its goal is to recruit, train, and employ former welfare recipients while also keeping Interior's commitments to other hiring programs for minorities and the disadvantaged, as well as rehiring programs for employees who lost their jobs in recent lay-offs.

Right now, the Department works with state, local, and tribal welfare groups by operating 185 Indian schools, running twelve Job Corps centers, recruiting more than 7,500 seasonal workers nationwide each year and participating in such programs as the Youth Conservation Corps and the D.C. Summer Youth Program. Hiring programs include hundreds of field conservation projects in the Bureaus of Reclamation, Land Management, the Minerals Management Service, as well as interpretive educational projects in the National Park Service, the U.S. Fish and Wildlife Service, and the U.S. Geological Survey.

These efforts work. A recent summary of the Job Corps Work Experience Program conducted by the Fish and Wildlife Service in the Hadley, Atlanta, Portland, Albuquerque, and Minneapolis Regions, shows that out of 118 students who completed the program over the last five years, 39 are currently employed by the FWS, another 27 are employed by other federal agencies, and 17 returned to school for more training.

By working with tribes to enhance self-governance, education, economic opportunities, and the quality of life for their members, today more than 90 percent of current employees hired by the Bureau of Indian Affairs are Native Americans who work on or near the reservations. Further, the Department's tribal Adult and Bilingual Education programs have helped more than 10,000 Native Americans acquire basic literacy and other proficiencies toward the equivalent of secondary school certification.

But the Department's Welfare-to-Work plan would go further.

The plan encourages hiring into all types of positions and, to begin the effort, identifies eight work categories and the associated skills needed for them, such as clerical, laborer, maintenance worker, custodian, and teacher's aide. Major Department bureaus and offices are now in the process of developing their specific plans on how to reach out, hire, train, and retain Welfare-to-Work employees. More than 60 Interior work locations in 23 states and the District of Columbia have been initially identified as having the most potential for the hiring program.

### The Local Level Emphasis

"The program cannot be implemented from Washington," said **Bob Stone**, project director for the National Performance Review. "It must be acted upon locally to take into account the different circumstances in every city and town in America." More than 85 percent of federal jobs are located outside the Washington Metropolitan Area, Stone explained.

Under Interior's proposal, field managers are being empowered and encouraged to work through the Federal Executive Boards and Federal Executive Associations. These boards and associations are in an excellent position to foster long-term collaboration with the local community on the initiative.

Interior field managers have been asked to take an active role in community meetings that bring together federal agencies and state and local welfare organizations to discuss how best to ensure the distribution of information on federal employment opportunities and the coordination of recruitment in their areas.

Information on the local Job Training & Partnership Act program is included in the meetings because the national program trains welfare recipients in more than 600 service delivery areas. The National Performance Review sends planning kits for the meetings.

Effective training is critical to the overall process if federal agencies are going to improve retention rates for welfare workers. "We must make sure that former welfare recipients have the support they



President Clinton



Vice President Gore

*In signing the welfare reform act, President Clinton, described the Welfare-To-Work Program as "an historic chance to try to recreate the nation's social bargain with the poor. We're going to try to change the parameters of the debate. We're going to create a system of incentives which reinforce work and family and independence."*

need to stay on the job," warns **Vice President Gore**, who will oversee this initiative during the next four years.

"Current studies show that more than 50 percent of welfare recipients entering the workforce for the first time lost their jobs within the first year. We need to design training and recruitment programs to help address this problem and encourage approaches, such as long term mentoring, that lead to long-term employment for former welfare recipients."

President Clinton has directed federal agencies to expand the use of the Worker-Trainee Program and other excepted service hiring authorities to address the recruitment and retention challenges. The program allows agencies to quickly and easily hire entry-level persons for up to three years, with the ability to convert the appointment to career status if the employee has performed satisfactorily. Though recently underutilized, the program allows agencies to bypass complex federal personnel hiring rules and procedures to bring people into the junior grades of the work force.

"To ensure employment success, we will provide the hired welfare recipients with sound orientation training and transition services," said Secretary Babbitt. "The plan directs transition training in social skills, workplace skills, employee assistance, as well as guidance to managers and supervisors about flexible hours, child care, and transportation subsidies."

The Department's Employees Assistant Program can also provide help for employees in adjusting to their workplace environments. Used properly, the program can help them work through issues that could cause problems for them. Additionally, the program can provide consultative services to managers, human resources personnel, and mentors and can be a valuable part of the training and orientation.

Welfare-To-Work employees may also be eligible for financial assistance that can help them stay on the job. Employees eligible for the Earned Income Tax Credit could receive tax credit money each month in their paychecks. And the Department can assist Welfare-to-Work employees in finding affordable child care through its referral program.

All of the training and support programs available to those hired under the Welfare-to-Work program also are available to other Department employees in need of similar support or assistance.



Bob Stone  
NPR Project Director

W 2 W

Information

Several web sites on Welfare to Work programs are available: **The White House Welfare Reform Information Page** is at <http://www.whitehouse.gov/WH/Welfare>

**The National Performance Review Welfare to Work Page** is at <http://w2w.fed.gov>

**The Office of Personnel Management** listing of current federal job openings is at <http://www.usajobs.opm.gov>

**The Department of Labor Welfare to Work Page** is at <http://www.doleta.gov/ohrw2w>

For information on the Department's Welfare-To-Work Program or its Employee Assistant Program, contact **Vicki Gray** at (202) 208-6428.

# Joint Effort Leads to Oil Company Settlement

An investigation conducted by the Department of the Interior's Office of Inspector General, supported by assistance from the Bureau of Land Management and the Minerals Management Service, led to a civil settlement in which Oryx Energy Company agreed to pay \$200,000 for allegedly defrauding MMS in the payment of royalties.

This investigation was predicated on information alleging that Oryx falsely reported to MMS its production of condensate on land leased from BLM in southeastern New Mexico and thereby avoided payment of royalties, which are based on production figures.

The OIG agent assigned to this matter—**Special Agent David Williams** of the Albuquerque Field Office—with the assistance of BLM and MMS personnel, reviewed oil production and purchasing records that verified the production and sale of more than \$40,000 in condensate. However, Oryx

reported to MMS that it had not produced any condensate and therefore was not liable for any royalties.

The results of this investigation were referred to the U.S. Attorney's Office, Civil Division, District of New Mexico, for action under the False Claims Act. This Act provides for a civil penalty of not more than \$10,000 per false claim and three times the amount of damages sustained by the government as a result of the false claim.

A settlement agreement was reached after the U.S. Attorney's Office notified Oryx of the Federal Government's intention to seek recovery under the act. In addition to the \$200,000 payment, a portion of which will be returned to MMS, Oryx agreed to file amended production reports with MMS.

This investigation is part of an OIG Underpayment of Royalties Initiative.

## OIG Fraud Awareness Initiative

Beginning in late 1995, the Office of Inspector General made a commitment to more fully develop fraud awareness, prevention, detection, and suppression within the Department.

One way in which the OIG has sought to meet this challenge is through the development of an aggressive **Fraud Awareness** outreach initiative focused on informing Interior personnel of the importance of reporting suspected fraudulent activity related to their specific programs and educating them on how to recognize such activity. This proactive initiative has been implemented through presentations by OIG agents at Department offices throughout the United States.

The success of this initiative thus far is amply demonstrated by increased referrals to the OIG by Department employees and continuous requests from various bureaus within Interior to expand, even further, the reach of our **Fraud Awareness** initiative.

In addition to the increased referrals, convictions, and financial recoveries that undoubtedly will result from the OIG initiative, the initiative also serves to reinforce the shared commitment between the OIG and the Department to improve program operations through joint efforts with employees at all levels to identify and eliminate program weaknesses.

## The Balanced Budget Agreement, Public Health, and the Environment



*Secretary Babbitt joins a Washington, D.C. area scouting group during a C & O Canal hike to raise public awareness of the need for natural heritage preservation. Photo by Tami Heiliemann.*

The Administration's agreement with congressional leaders to balance the budget—for the first time in a generation—protects critical national investments like environmental protection, natural heritage preservation, education, and public health.

"The agreement preserves our commitment to our natural heritage," **Secretary Babbitt** said. "Our efforts at restoration and protection of our national parks, wildlife refuges, and public lands will continue. The efforts we have moved forward over the last four years, such as voluntary conservation agreements to protect threatened wildlife, will continue. Our responsibilities to Native American people also are safeguarded under this agreement—one that I am very proud to support."

The budget function that includes most environment and natural resource programs, Function 300, is protected under the agreement at the level of the President's fiscal year 1998 budget request for the next five years. In addition, the agreement specifically protects the following priority programs:

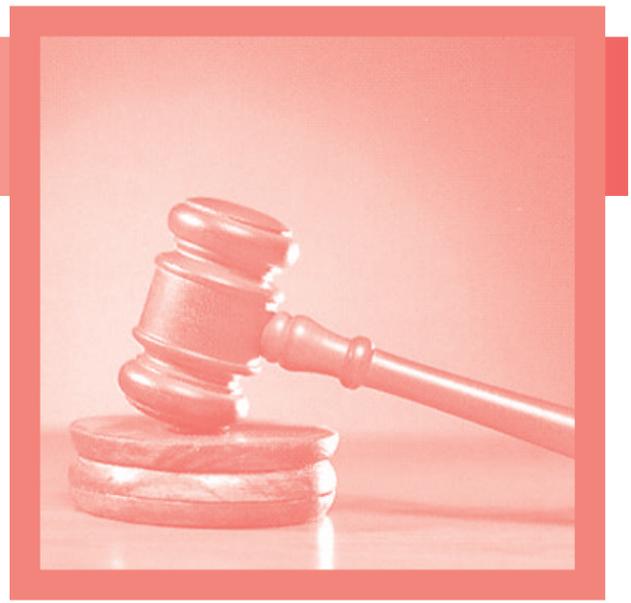
**National Parks.** The Administration has made national parks a national priority again, and the agreement provides for the President's request for

specifically protects the largest portions of the Everglades restoration program at the National Park Service and the Army Corps of Engineers, for a total of \$238 million in 1998. This increase will implement the President's Everglades program—the most ambitious environmental restoration ever—that was signed into law last year.

**Land Acquisition.** The agreement provides for \$700 million over five years for the Land and Water Conservation Fund.

**Toxic Waste Cleanups.** The agreement sets aside the money for the President's request for the Superfund program, which proposes to clean up 500 additional sites by the end of the year 2000—a 50 percent increase to \$2.1 billion for 1998. The agreement notes that there remain policy differences that must be worked out.

The agreement also provides for \$1 billion in new mandatory spending over five years for Superfund sites where parties have little or no ability to pay for the cleanup. The Clinton Administration cleaned up 274 sites in its first term—compared to only 155 cleaned up by previous administrations in 12 years—but ten million children under the age of 12 still live within four miles of a toxic waste dump.



## MMS Teams Up With Smithsonian at Jamboree

This year's National Scout Jamboree will, for the first time, feature a combined exhibit by the Minerals Management Service and the Smithsonian Institution.

The exhibit for the scouts will focus on the MMS/Smithsonian partnership in biological research which helps to conserve and protect a marine environment in which natural gas and oil are being developed.

The scouts will be able to sort through and identify plankton, fossiliferous, and macrofaunal samples (starfish, clams, etc.) from the Gulf of Mexico with dissecting and compound microscopes.

The Jamboree, a quadrennial event, will be held at Fort A.P. Hill, near Fredericksburg, Virginia, from July 28 through August 5. An estimated 40,000 scouts will attend and 20,000 of them are expected to participate in the conservation program, which is sponsored by federal, state, and private groups. Several Interior agencies are participating in the Jamboree's conservation program.

**Brownfields Cleanup and Redevelopment.** Congressional leaders will seek to include in the tax legislation the President's legislative proposal for Brownfields—contaminated urban areas that are abandoned. The initiative includes a \$2 million tax incentive to help communities clean up and redevelop contaminated areas—protecting public health and creating jobs. The agreement also boosts funding by \$50 million in 1998 to provide grants to communities for site assessment and development planning and to leverage state, local, and private funds to foster redevelopment. This money is included in the Superfund account.

**EPA Enforcement and Public Health Safeguards:** The agreement provides for the President's request for the EPA operating program, a 9 percent increase to \$3.4 billion in 1998. This account funds better EPA enforcement, including more resources to train state and local officials to enforce environmental laws. It also provides for new standards to ensure safe drinking water and guard against pesticides in food. New efforts to expand community right-to-know programs will provide people information about toxic threats to their families.





At left, the pink blossoms of tulip trees in Rawlins Park frame the E Street entrance to the Main Interior Building. The blossoms were a backdrop this year for a multi-agency Earth Day event attended by hundreds of Interior employees. Photo by Stephanie Hanna, Office of Communications. Below, Deputy Secretary John Garamendi reiterates



Interior's commitment to the partnership school principals Gloria Henderson, at center, of Stevens Elementary, and Miguel Ley, at right, of Ross Elementary. Above and below are Interior displays at the Earth Day event in Rawlins Park. Photos by Mark Hall

# EARTH DAY

EVERY DAY

Ken Naser, Environmental Policy and Compliance

Secretary Babbitt and Chicago Mayor Richard Daley joined the River Rats. Deputy Secretary John Garamendi led a mass demonstration in the nation's capital. And thousands of Interior workers around the nation helped organize an array of earth science and environmental awareness events to celebrate Earth Day 1997.

In the Windy City, Secretary Babbitt and Mayor Daley took part in a clean up project on April 22 along the Chicago River with an inner city youth organization known as the River Rats, and a group of Americorps volunteers. Babbitt honored the young volunteers with a special award for outstanding conservation work.

"Witness a local miracle," he said, "what was practically a dump [in the Bridgeport section of the city] is becoming a park. Through strong environmental laws and the daily acts of environmental heroism like those of the River Rats, our air is cleaner, our river is cleaner, and our urban children are growing up in better places." The River Rats are building a greenway along the Chicago River near its confluence with the Illinois & Michigan Canal. The group is led by Jose Lopez and the Chicago Youth Centers Fellowship House.

Deputy Secretary Garamendi represented the Department at a multi-agency recognition of Earth Day in Rawlins Park, next to the Main Interior Building in Washington, D.C. The clouds broke and the rain stopped long enough for the Department employees and representatives to join the General Services Administration and the Office of Personnel Management in celebrating the 27th Earth Day.

The outdoor venue really lent itself to the twelve displays and exhibits that represented Interior, depicting not only the diverse missions of its bureaus, but also the multitude of ways that we work to keep the Earth healthy. Exhibits on clean streams, recycling in the National Parks, waterfowl and wetlands, Earth sciences, law enforcement, science centers, and reclamation efforts stretched from one end of the park to the other.

Garamendi spoke to the crowd about how the various efforts of the Department are demonstrations of how we "Celebrate Earth Day Every Day." To the principals of the Department's partnership schools, Ross Elementary and Stevens Elementary, the Deputy Secretary recommitted the Department to working with the schools and presented teacher instructional aids on subjects such as earth sciences, volcanoes, and mapping.

The day in the park was complete with ice cream and other refreshments provided by the three agencies' employee recreation associations. The Department's efforts at the rally were coordinated by the Office of Environmental Policy and Compliance, which helped to organize the Rawlins Park event.

Other Earth Day 97 efforts of the U. S. Geological Survey, Minerals Management Service, and Bureau of Reclamation are recounted on pages 14, 24, and 26 respectively.



## A Marriage Made for the Earth

Lars Johnson, Jackson District, Bureau of Land Management

Students from Piney Woods Country Life School in Rankin County, Mississippi, are discovering how trees reduce air and noise pollution, save energy by canopy cover, reduce erosion, and improve our quality of life. As part of a Bureau of Land Management-co-sponsored program, the students are learning the value of trees to urban environments while building a database of information by locating, identifying, measuring, and assessing campus trees.



With help from the BLM's Jackson District staff and other private partners, the Piney Woods youngsters are learning about the latest in computer technology from industry partners, including Theresa Foster of the Mississippi Automated Resource Information System. Foster is teaching students how to use the state-of-the-art Geographic Positioning System to collect data for downloading onto the Piney Woods computers. She is also teaching them to use Geographic Information System technology to prepare landscape maps and other maps of the campus.

Bob Schoolar from BLM's Jackson District is also sharing his Geographic Information System expertise and has developed several interesting maps for the Piney Woods area. Another local industry representative, David Thompson, an urban forestry expert from Thompson Environmental Design, has taught several classes on the subject at Piney Woods. He has also conducted field work with the students for data collection.

Additionally, Leonard Paulding, another industry partner, presented a special workshop for six Piney Woods teachers on the capabilities of the Geographic Information System ARCVIEW software—a program that is enabling the students to present campus trees in mapped format and to query and manipulate their data to learn about their environment.

The program's final product will be an Urban Tree Inventory and Master Tree Plan for the 85-acre Piney Woods Campus with associated data and maps to help ensure healthy trees and future urban tree maintenance at Piney Woods School. The long term benefits include ongoing instruction in urban forestry and computer technology in the school curriculum.

This program is funded by an Urban and Community Forestry Assistance Grant from the Mississippi Forestry Commission. Partners in the program include the Jackson District BLM, Mississippi Automated Resource Information System, Thompson Environmental Design, and the U.S. Forest Service.

# Rediscovering the Kiowa Collections

**Marian Kaulaity Hansson's** interest in American Indian cultures began as a child, listening with wonder to her family's stories of Kiowa history and traditions. But neither she nor her family could have known at the time how valuable her lifelong study of the Kiowa people would become.

Hansson was born in Lawton, Oklahoma, at the Kiowa Indian Hospital. Her parents and grandparents, who were fluent speakers of their native language, bequeathed that gift to Hansson, whose first language was Kiowa. By tribal tradition, her grandfather—**James Two Hatchet**—bestowed her Kiowa name, *Spottedwings*. The name belonged to her maternal great-grandmother who was a respected medicine woman.

Through personal contact with many Kiowa elders, Hansson patiently gathered knowledge and information about her Kiowa heritage. As her grandparents explained tribal dance customs, clothing styles, decorations, and colors, Hansson's interest in Kiowa life and traditions expanded to embrace all North American Indian cultures. After attending public schools in Fort Cobb, Oklahoma, she went on to higher education, ultimately obtaining a master's degree in Anthropology at the University of Oklahoma.

Along the way, Hansson received extensive traditional artistic training from her talented mother, **Christine Kaulaity**, and developed a keen interest and expertise in the craft techniques of the Kiowa people. During independent study as a student at the University of Science and Arts in Oklahoma, Hansson interviewed and photographed Kiowa elders who related stories and legends in their native tongue. Her knowledge and ability with the Kiowa language allowed her to translate this vital information into English.

And then, almost as if it had been ordained, an opportunity came along that allowed her to focus all of her studies, training, knowledge, interest, and love of Kiowa culture on a major project at the Smithsonian Institution. For six years, from 1985 to January 1992, Hansson served as the first American Indian Fellow at the Smithsonian Institution and principal investigator on an initiative that compiled all of the collected information and artifacts at the Smithsonian concerning the Kiowa people.

Hansson's research work, entitled *A Guide to the Kiowa Collections at the Smithsonian Institution*, was published February 27 by the Smithsonian Contributions to Anthropology, Number 40. Intended as a guide for researchers, this 444-page publication, which includes numerous historical photographs, is the first of its kind about a specific tribe and a model that can be employed in similar projects for other tribes nationwide.

During this intense research and educational experience, Hansson worked alone each day from 8 a.m. to 5 p.m., delving into every facet of the Smithsonian collections, including the archives, storage, art galleries, fieldnotes, manuscripts, and material culture items—artwork, clothing, ceremonial items.

Hansson's fluency in Kiowa enabled her to add important information to the field notes of **James Mooney**, who conducted the first extensive research among the Kiowa for the Smithsonian's Bureau of American Ethnology. Mooney's work from 1891 to 1918 is one of the largest and most comprehensive documentations about an Indian people in the United States. His handwritten notes included Kiowa words that were not understood by others. With her extensive knowledge of Kiowa genealogy, Hansson also was able to name unidentified Kiowa leaders in historical photographs.

When Mooney made contact with the Kiowa, they were among the last of the original Indian civilizations of the southern plains maintaining their culture and traditional ways. The painted heraldry of many Kiowa leaders especially interested Mooney. Specific designs belonged to a person or family. Tipi and shield designs of chiefs and medicine men could not be copied or used by others, because of the sacred and ceremonial meaning to the owners.

The Kiowa had six recognized divisions or sub-tribes, each having its own chief, subordinate to the head of the tribe. The rights to use these designs are passed on or inherited by certain family members. This heraldry was displayed in full only once a year when the six Kiowa political divisions reunited for their annual sundance, forming the complete camp circle.



The Kiowa kept pictographic calendar histories of events. The record above—the *Onco* calendar—covers 37 months from August 1889 to July 1892.

At times, Hansson's Kiowa research revisited her family's history. On her maternal grandfather's side, Hansson's great great grandfather, medicine man **Taybodal**, a tribal historian and respected elder, had related the history, legends, and cultural practices of the Kiowas to James Mooney.

Taybodal described the earliest historic knowledge of the Kiowa as living near the Yellowstone area and Missouri Rivers, in a region of great cold and deep snow. The Kiowa then had no horses and used dogs and the



Below, at left, Marian Hansson wears a traditional white buckskin Kiowa dress with intricate bead work and family heraldry at the American Indian Exposition in Anadarko, Oklahoma, in 1996. At right, Hansson, wearing a skirt and vest she designed with hand painted traditional Kiowa artwork, visits with a Comanche friend in Washington, D.C.

On her father's side of the family (**Rickey Kaulaity**), Hansson's great grandfather was **Chief Red Tipi** of the Elk division. This political division took the lead in war ceremonials. Red Tipi's sons were Kaulaity, Bointy, Tsoodle, Ahhaitty, and White Bear. Her paternal grandmother was also a medicine woman and keeper of the buffalo medicine.

At Interior, Hansson is the curator of museum property for the Bureau of Indian Affairs, providing accountability and management for the Department's collection of Native American and Alaskan Native artwork and artifacts—more than 21,000 items. But of equal importance, she notes, the work allows her to continually apply her expertise in documenting the history and types of materials used in Native American artwork and craft items.

## Kiowa Artists

In 1918, a select group of young Kiowa was given formal art instruction through the auspices of a mentor, **Mrs. Susan Peters**, who later would be instrumental in seeing the same group enrolled at the University of Oklahoma School of Art.

This group, which included **Spencer Asah, Stephen Mopope, Jack Hokeah, James Auchiah, and Monroe Tsatoke**, became known as the Five Kiowa Artists. They



Above, a section of a mural painted by Kiowa artist James Auchiah. The full mural adorns a wall of the Main Interior Building cafeteria.

were the first Native American artist to receive international recognition for their work. The influence of this group on succeeding generations of Indian artists, not only among the Kiowa, but also among their

fellow southern plains' tribesmen, has been of inestimable importance. Two Kiowa artist, **James Auchiah** and **Steve Mopope**, painted murals on Department of the Interior walls, under a government commission.

## The Early History of the Kiowa People

travels for travel. A nomadic and adventurous people, the Kiowa traveled out onto the plains, where they acquired horses which revolutionized their lifestyle. On the plains, they came to know the Cheyenne, Arapaho, and Dakota tribes.

The horse was the medium of exchange in economic transactions. A man's wealth was reckoned in terms of the number of horses he owned. The Kiowa became one of the wealthiest tribes on the southern plains, according to a report of the

Commissioner of Indian Affairs. In 1869, the Kiowa—with about 1,500 people—had 6,000 horses.

Material wealth was important but closely linked to social rank and status. Noble personality traits and virtues were socially recognized and respected, and the highest honors were given to those who distinguished themselves in warfare. Ambitious warriors advanced socially by acquiring the necessary wealth with which to demonstrate generosity—distributing these riches among family and tribe.