THE IEL POLICY EXCHANGE

THE INSTITUTE FOR EDUCATIONAL LEADERSHIP, INC.

March 20, 1995

Dear Colleague:

The IEL Policy Exchange is pleased to send you a complimentary copy of our newest report, *Who Controls Major Federal Programs for Children and Families: Rube Goldberg Revisited.*

This publication, accompanied by two color posters, looks at the 76 largest federal programs for children and families. *Rube Goldberg Revisited* examines the intricate relationships among Congressional committees and Executive Branch departments—and provides factual fuel for citizens and policy makers who want government resources for children and families to be used effectively and efficiently.

We welcome your comments about *Rube Goldberg Revisited.* If you would like additional information or multiple copies of the enclosed press release, please contact either me or Jane Dewey, Program Associate with the Policy Exchange.

Sincerely,

Margaret Dunkle

Margaret Dunkle
Director
The IEL Policy Exchange

P.S. Other recent IEL Policy Exchange publications that are available include:

The Octopus Times, a twice-yearly journal that provides one-stop-shopping on policy issues of effective services for children and families. ($15 per issue or $25 for a year's subscription)

A Primer on Program Rules for Five Major Federal Programs, which provides 130 pages of excruciating detail about conflicting program rules for AFDC, Food Stamps, Medicaid, and Section 8 and Public Housing. ($15 prepaid)

Linking Schools with Health & Social Services—Perspectives from Thomas Payzant on San Diego's New Beginnings, which describes this successful school-based collaborative effort, and outlines key principles, barriers to success and policy implications. ($15 prepaid)

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IEL NEWS

Institute for Educational Leadership • 1001 Connecticut Avenue, NW • Washington, DC 20036 • (202) 822-8405

WHO CONTROLS MAJOR FEDERAL PROGRAMS FOR CHILDREN & FAMILIES *RUBE GOLDBERG REVISITED*

FOR IMMEDIATE RELEASE
March 20, 1995

Contact: Margaret Dunkle
(202) 822-8405

The tidal wave 1994 elections, which transferred control of the Congress from Democrats to Republicans, has focussed attention on how government works, especially when it comes to children and families. According to a new publication by the Policy Exchange of the Institute for Educational Leadership, "The complexity of federal programs for children and families makes Rube Goldberg look like an amateur."[1] *Who Controls Major Federal Programs for Children & Families: Rube Goldberg Revisited* details the complex relationships among the Congressional committees and Executive Branch agencies that are collectively responsible for more than $340 billion in 76 children and family programs annually. The posters accompanying the report graphically show these relationships.

IEL President Michael D. Usdan stressed the timeliness of *Who Controls Major Federal Programs for Children & Families*: "Issues affecting children and families—from welfare reform to educational reform—are at the top of the agenda for policy makers. This report is essential reading for anyone who wants to understand the current policy debate in the U.S. Congress and in state houses across the country."

This report looks at programs with 1993 federal funding of more than $100 million. One might ask: "Is this analysis relevant in 1995? After all we have heard about 'reinventing government' by the Clinton Administration and Congressional reform with the new Republican Congress, are federal programs still as fragmented as they were in 1993?" The answer is a resounding "yes." *In all, 82 separate federal entities currently have primary*

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[1] Rube Goldberg was an American cartoonist and sculptor who created extremely intricate contraptions designed to effect relatively simple results.

—more—

responsibility for major federal programs for children and families, a net decrease of only six since 1993. As of 1995 and the new (104th) Congress, responsibility for the 76 programs that the Policy Exchange studied is spread among 19 Congressional committees (no change from the previous Congress); 26 Congressional subcommittees (a reduction of seven); 10 Executive Branch departments, the Office of Personnel Management and the Social Security Administration (an increase of one independent agency); and 25 Assistant Secretary- or Under Secretary-level agencies within departments (no change).

Written by IEL Policy Exchange Director Margaret Dunkle, *Rube Goldberg Revisited* begins by outlining the connections among educational, health, social service, income, housing and other needs. Next, it details the insidious effects of trickle-down fragmentation—that is, how the federal piecemeal approach affects families, communities and states. The chapter on "A Blueprint of Federal Fragmentation" dissects the Congressional committees and Executive Branch departments that have primary responsibility for programs affecting children and families. And, finally, the report outlines ways in which Congress and the Executive Branch could make programs work better. Congress needs better information, strong leadership, and a structure to provide a focus on children and families. And the Executive Branch needs a Cabinet-level Family Council with the administrative muscle to make policies and programs across departments fit together sensibly for communities and families.

Copies of *Who Controls Major Federal Programs for Children & Families: Rube Goldberg Revisited* (including two 11"x 17" multi-color posters showing the web of connections among House and Senate committees and Executive Branch departments with primary responsibility for programs affecting children and families) are available for $20 prepaid from the Institute for Educational Leadership Policy Exchange, Suite 310, 1001 Connecticut Avenue, NW, Washington, DC 20036. Purchased separately, each set of two posters is $7 prepaid.

The IEL Policy Exchange works to promote cross-cutting initiatives that foster effective and collaborative policies on issues affecting children, families and communities through seminars, site visits, other activities and publications. **The Institute for Educational Leadership** is a nonpartisan organization that supports policies, programs and practices that encourage leaders and their institutions to work together to improve opportunities and results for our nation's children.

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This poster is part of a larger report, *Who Controls Major Federal Programs for Children & Families—Rube Goldberg Revisited*, by Margaret Dunkle. Additional copies of the larger report (including this poster and another 11" x 17" poster) are available for $20 pre-paid, from the Institute for Educational Leadership Policy Exchange, Suite 310, 1001 Connecticut Avenue, NW, Washington, DC 20036 (202) 822-8405. Purchased separately, each set of two posters is $7 pre-paid. Volume discounts are available.

This poster looks at 1993 funding and programs. One might ask: "Is this analysis relevant in 1995? After all we have heard about 'reinventing government' by the Clinton Administration and Congressional reform with the new Republican Congress, are federal programs affecting children and families still as fragmented as they were in 1993?"

The answer to both questions is an emphatic "yes." As of 1995 and the new (104th) Congress, responsibility for the 76 programs that the Policy Exchange studied is spread among 19 Congressional committees (no change from the previous Congress)[5]; 26 Congressional subcommittees (a reduction of seven from the previous Congress); 10 Executive Branch departments, the Office of Personnel Management and the Social Security Administration (an increase of one independent agency); and 25 Assistant Secretary- or Under Secretary-level agencies within departments (no change). *In all, 82 separate federal entities currently have primary responsibility for major federal programs for children and families, a net decrease of only six since 1993.* (See Appendices D and E of *Who Controls Major Federal Programs for Children & Families* for details about specific changes in Congressional committees and subcommittees.) In addition, this analysis does not include large *new programs* created since 1993, such as those in the 1994 Crime Bill.

The tidal wave 1994 election, which transferred control of the Congress from Democrats to Republicans, has focused attention on how government works, especially when it comes to children and families. This poster provides insight into issues that will top the agenda of policy makers from both parties in the months ahead.

[1]For information about how the House and Senate relate to each other, see the companion poster ("Congressional Committees That Control Programs for Children and Families—And How They Relate to Each Other"). For similar charts showing the connections by *type of program* (income, social service, education and training, health, housing and nutrition) as well as additional detail and analysis, see *Who Controls Major Federal Programs for Children & Families—Rube Goldberg Revisited* Appendices B and C.

[2]For purposes of this analysis, "major federal programs for children and families" includes the 76 programs with FY 1993 funding levels of $100 million or more that are listed in the December 15, 1992 Congressional Research Service Report for Congress, *Federal Programs for Children and Their Families.*

[3]Many of these committees will have different names in the new (104th) Congress, even though their legislative jurisdiction has not changed substantially. For example, the Education and Labor Committee is now the Economic and Educational Opportunities Committee; the Banking, Finance and Urban Affairs Committee is now the Banking and Financial Services Committee; the Energy and Commerce Committee is now the Commerce Committee; the Armed Services Committee is now the National Security Committee; the Natural Resources Committee is now the Resources Committee; and the relevant jurisdiction of the Post Office and Civil Service Committee is handled by the Government Reform and Oversight Committee.

[4] Including the Appropriations and Budget Committees in this analysis would increase the number of Congressional committees by 4 and the number of subcommittees by at least 12.

[5]The House has abolished the Post Office and Civil Service Committee, one of the committees with responsibility for major programs affecting children and families. However, these functions were transferred to the Government Reform and Oversight Committee, leaving the number of House committees with primary responsibility for children and family issues at ten. For purposes of this analysis, perhaps the most notable organizational change is that the names of many committees and subcommittees were changed, although the committees retained essentially the same functions and legislative jurisdiction. And, while a couple of dozen House subcommittees were abolished or consolidated, few of those actions significantly affect this analysis.

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1995

EXECUTIVE BRANCH DEPARTMENTS AND CONGRESSIONAL COMMITTEES THAT CONTROL PROGRAMS FOR CHILDREN AND FAMILIES

AND HOW THEY RELATE TO EACH OTHER

This poster is designed to accompany the IEL Policy Exchange Special Report, "Who Controls Major Federal Programs for Children & Families."

This poster shows the relationships among Executive Branch departments and Congressional committees with primary responsibility for major federal programs for children and families.[1] These programs account for about $343 billion annually ($228 billion if the Dependent Tax Exemption is excluded).[2]

To understand this poster, remember that each figure represents a different Congressional committee or Executive Branch department:

The heads of the figures represent full Congressional committees and Executive Branch departments, and

The arms, legs and "pocketbooks" represent subcommittees and agencies within departments.

The 10 House of Representatives committees are represented by the figures at the top of the charts, the 10 Executive Branch agencies and the Office of Personnel Management by the figures in the middle row, and the 9 Senate committees by the figures on the bottom. All told, 88 separate federal entities have primary responsibility for the 76 major federal programs for children and families that the Policy Exchange studied.[3] (See the box on the back page of this poster for a 1995 update.)

As complicated as this picture is, it dramatically *underestimates* how convoluted the relationships are.

In the Congress, it does *not* include the Appropriations and Budget Committees,[4] joint referrals of legislation to multiple committees, committees and subcommittees with oversight but not authorizing responsibilities, or committees and subcommittees that only have authority over programs of less than $100 million.

In the Executive Branch, it does *not* include White House offices (such as the Office of Management and Budget and the Domestic Policy Council), any of the staff assistant secretaries (such as budget, planning and administration), or any departments or agencies that are only responsible for programs of less than $100 million.

Looking at these programs by type:

5 departments and the Office of Personnel Management administer Income Programs ($212 billion or, if the Dependent Tax Exemption is excluded, $97 billion),

4 departments administer Social Service Programs ($15 billion),

5 departments administer Education and Training Programs ($18 billion),

2 departments and the Office of Personnel Management administer Health Programs ($46 billion),

3 departments administer Housing Programs ($23 billion), and

1 department administers Nutrition Programs ($30 billion).

When it comes to programs affecting children and families, not all committees, departments and programs are created equal. Among the programs the Policy Exchange studied:

More than half of all funding was concentrated in two Congressional committees and two Executive Branch departments–the Senate Finance Committee, the House Ways and Means Committee, and the Departments of Health and Human Services and the Treasury; and

Nine programs accounted for more than 70 percent of all funding.

THAT CONTROL PROGRAMS FOR CHILDREN AND FAMILIES
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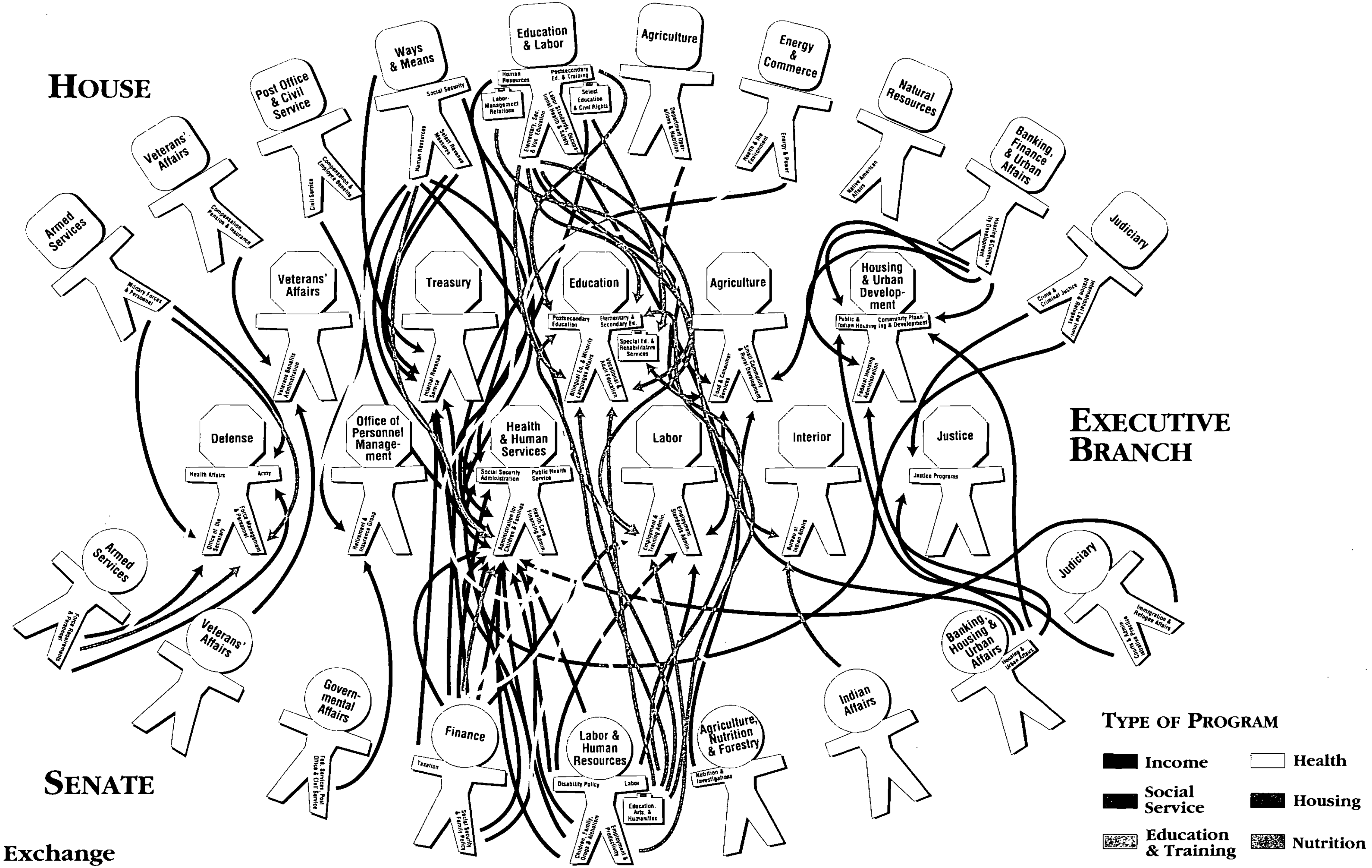

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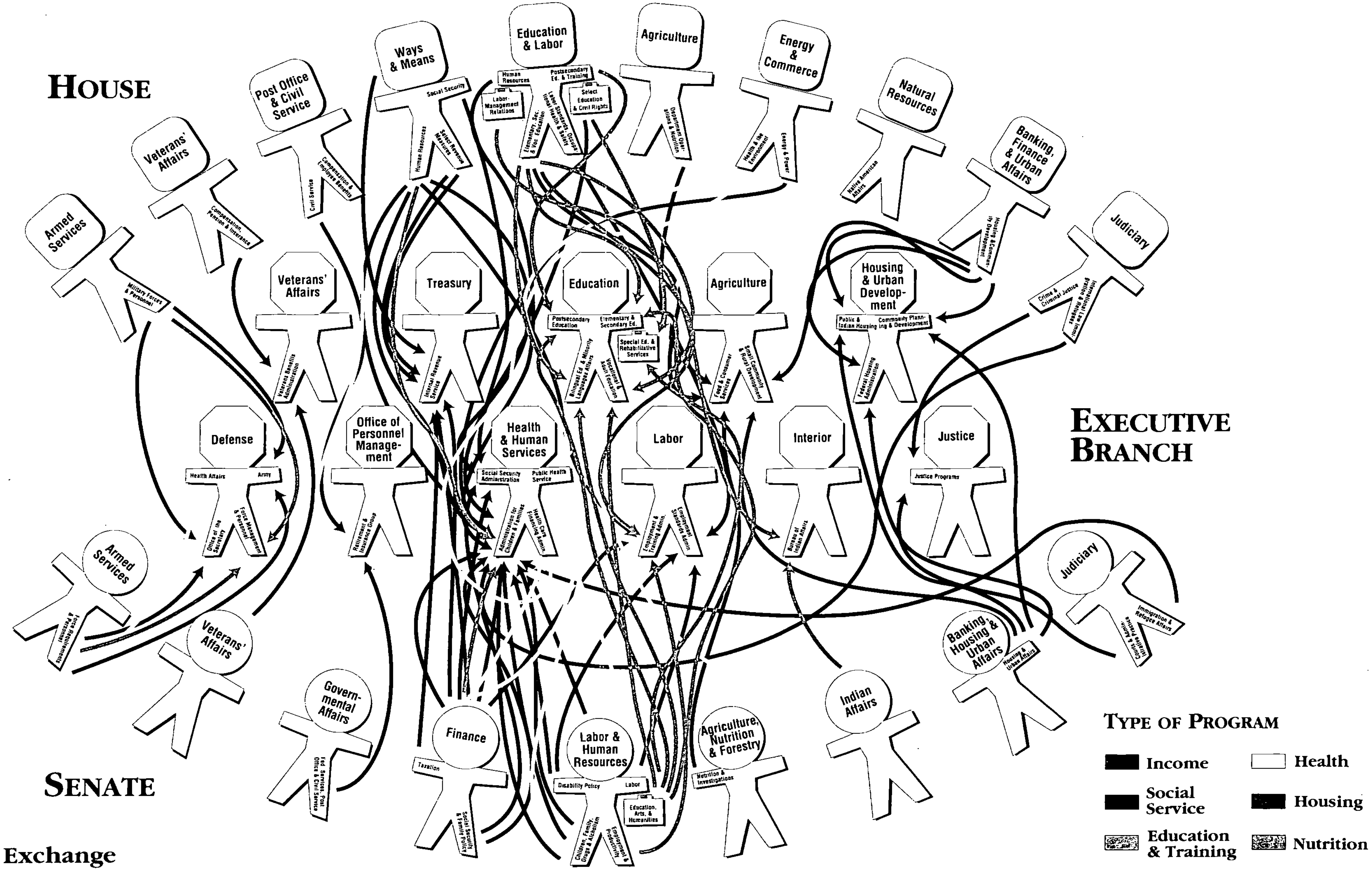

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RUBE GOLDBERG REVISITED

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