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ENSURING
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OF THE
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1992



THE WHITE HOUSE

WASHINGTON

July 1, 1994

Dear Participants:

We are thrilled that you are attending the meeting on comprehensive services for children and families on July 14-15. As promised, we have more details as well as some reading materials. These documents - articles, program descriptions and evaluations, and summaries of current and pending legislation - will be helpful as we pursue our inquiry of "going to scale" with the promising programs that currently exist.

If you need a place to stay, the Carlton Hotel - located within walking distance from the White House - has agreed to reserve a block of rooms at a rate of \$155. Please call (202) 638-2626 and tell them you are attending the Domestic Policy Council meeting at the White House. Those of you who indicated that you need help with expenses will find a reimbursement form enclosed. You must pay for the hotel and travel expenses and then will be reimbursed by the Danforth Foundation. The Danforth Foundation and the Annie E. Casey Foundation are providing additional funding for this meeting.

As previously noted, the meeting will begin at 6:00 p.m. on Thursday, July 14. We will convene in the Indian Treaty Room (474) of the Old Executive Office Building. In order for you to be allowed into the building, we need some additional information. Please complete the attached form.

We would like you to browse through the materials enclosed. Also, within the context of your own experience, please consider the following questions:

What are the key issues regarding the development, sustainability, and effectiveness of comprehensive services for children and families?

What are some of the federal strategies to promote comprehensive services?

What are some of the specific federal, state and local barriers to developing school-linked, school-based comprehensive services?

How might the federal government play a role in reducing these barriers?

These questions will serve as the basis for the work we will be engaged in on July 14-15. If you need more information, please call 202-456-5572.

We look forward to seeing you on July 14.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Gaynor McCown', with a stylized flourish extending from the end.

Gaynor McCown
The Domestic Policy Council

'Human Capital' Touted in Clinton Economic Agenda

By Mark Pitsch

Washington

In his first 18 months in office, President Clinton and a team of top advisers have crafted a domestic agenda that is intended to serve as the human link in the Administration's economic chain.

Interchangeably referred to as the "human capital" or "lifelong learning" agenda, the blueprint outlines the third leg of an economic strategy that also aims to reduce the federal deficit and to open more world markets to U.S.-made goods.

The human-capital agenda spans a broad spectrum of proposals and programs, ranging from several education-related initiatives and an expanded Head Start program to a newly unveiled plan for overhauling the welfare system.

The critical role that human capital plays in the President's economic strategy stems from a singular belief that permeates the Administration: The federal government must help prepare workers to adapt to the economic forces at work in the rapidly changing, worldwide economy.

"There is . . . a growing connection between the amount and kind of investments that the public sector undertakes and the capacity of the nation to attract worldwide capital," Secretary of Labor Robert B. Reich wrote in his 1991 book, *The Work of Nations*. "Herein lies the new logic of economic capitalism: The skills of a nation's workforce and the quality of its infrastructure are what makes it unique, and uniquely attractive, in the world economy."

Like Mr. Reich, the President "sees education and the related issues absolutely as a foundation for economic growth and productivity," according to Michael Edwards, the manager of Congressional relations for the National Education Association.

Not everyone agrees with the Administration's view of international markets and worldwide competitiveness, however. While it is true that the economy is becoming increasingly global, critics say, a nation's productivity is still determined by the goods and services it sells to its own citizens.

Other critics say that the Administration has produced a hollow agenda and that the money to finance it is just not there.

Nevertheless, Administration officials insist they are taking steps to alter the way the country approaches education and the way the government administers its domestic policy. The goal, they say, is to insure that American workers are the best equipped in the world to take advantage of new national and international markets.

"If this works the way we want," William A. Galston, the President's deputy assistant for domestic policy, said in an interview, "the President will have to-

tally redone the lifelong-learning agenda."

Gaining Momentum

By way of explanation, Mr. Galston suggested that the 103rd Congress be thought of "as a two-stroke engine."

History will record 1993 as the year the Administration and Congress "took care of the macroeconomic issues," he said: reducing the size of the federal deficit, reorganizing federal expenditures, and expanding world markets through the North American Free Trade Agreement and the General Agreement on Tariffs and Trade.

In 1994, he said, the Administration is pushing for reform in four areas that it sees as key components of its human-capital strategy—education and training, health care, welfare, and crime.

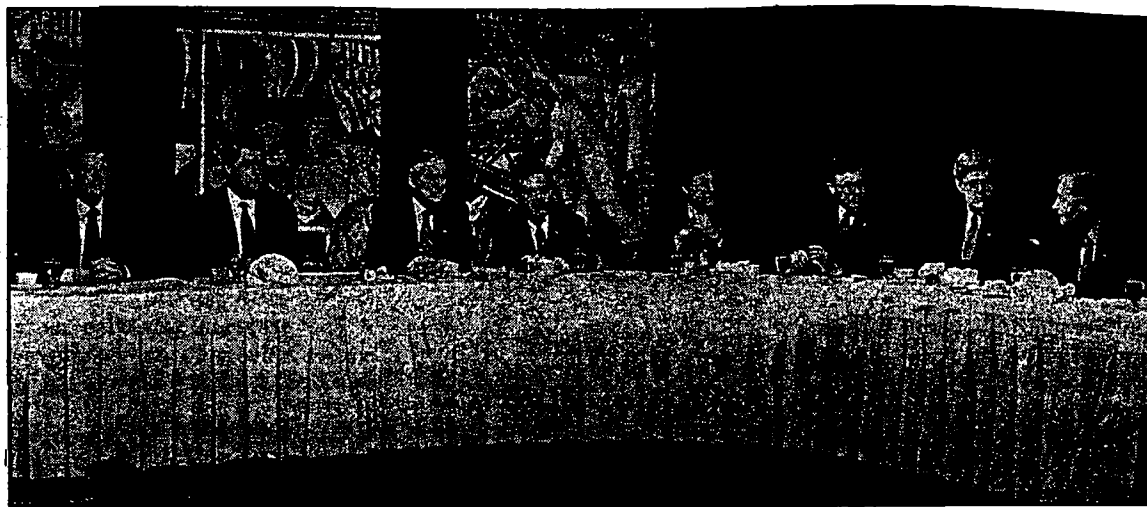
On the issue of education, the lifelong-learning agenda got rolling in 1993 when Congress revamped the system that provides loans to postsecondary students, and it gained momentum this spring when the President signed the Goals 2000: Educate America Act, the School-to-Work Opportunities Act, and the Head Start reauthorization bill. It will receive a boost later this year when lawmakers pass a bill to reauthorize the Elementary and Secondary Education Act.

"If you look at the new economy, it's an economy of ceaseless change," Mr. Galston said. "Jobs are created. Jobs are destroyed. Companies are created. Companies are destroyed. . . . The bottom is dropping out of our economy for people who lack the education and skills to participate."

"In this new economy, lifelong learning is not just a nice thing. It's a necessity," he added.

The Consensus View

But the Administration's strategy is not entirely new. Nor is it particularly partisan.



AP/Wide World

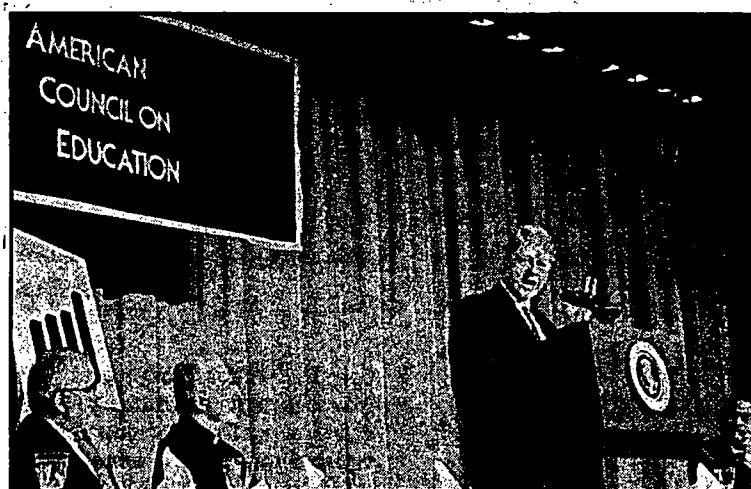
It is a strategy, Mr. Galston said, that builds on "the great national conversation" that took place during the 1980's and early 90's about the direction of the nation's economy and the employability of its workers.

"This thinking has been evolving for more than a decade," said Anthony P. Carnevale, the chairman of the National Commission for Employment Policy, an independent federal agency. "It is the consensus view among both the elites . . . and with the American public."

The national conversation on the nation's workforce spawned an almost endless series of reports and books on subjects ranging from the quality of the nation's schools and the health and welfare of its youngsters to the need for an economy based on high-skills jobs.

Participants included liberals and conservatives, politicians and academics, business leaders and philanthropists, educators and journalists. A number of people now serving in the Administration, including President Clinton and First Lady Hillary Rodham Clinton, were among those taking part.

The conversation produced *A Nation at Risk*, the 1983 report credited with launching the school-reform movement, and sev-



Benjamin Tice Smith

eral influential reports by the Committee for Economic Development, including one by a task force in 1985 that counted among its members the current Secretary of Health and Human Services, Donna E. Shalala.

And it led to several reports from the National Center on Education and the Economy, whose board included Mrs. Clinton and Ira Magaziner, the President's senior adviser for policy development. The center's Commission on the Skills of the American Workforce was chaired by Mr. Magaziner and included David J. Barram, the deputy secretary of commerce.

As Governor of Arkansas, Mr. Clinton was in the thick of the conversation. At home, he won legislative approval for an education-reform package and was among the first governors to explore health-care reform and apprenticeships for noncollege-bound teenagers.

On the national scene, Mr. Clinton served as chairman of the National Governors' Association in 1986-87 when it produced a report on economic competitiveness that focused on the role of improved education. A year earlier, Mr. Clinton served as a co-chairman for "Time for Results," the N.G.A. doc-

Continued on Following Page



Top left, the "country paper" President Clinton used at the jobs summit in Detroit earlier this year was drafted by an interagency group studying workforce issues over several months. Left, the President articulated the Administration's views on lifelong learning in a speech at the American Council on Education's convention in Washington in February. "In this new economy," says William A. Galston, above, the President's deputy assistant for domestic policy, "lifelong learning is not just a nice thing. It's a necessity."

Continued from Preceding Page

ument that laid out an education agenda for governors. Mr. Clinton also led the task force on school leadership and management for that report, while Secretary of Education Richard W. Riley led the task force on school readiness.

In 1989, Mr. Clinton spearheaded the writing of the six original national education goals.

A New Commitment

By the time he assumed the Presidency, then, Mr. Clinton had already developed a human-capital agenda and "was under absolutely

no doubt, no confusion, no hesitation" about it, Mr. Galston said.

What mattered was to convince Congress of its necessity and to implement it.

Mr. Clinton, keeping a campaign promise, created the National Economic Council as a domestic counterpart to the National Security Council. The council was charged with coordinating economic policy out of the White House.

Robert E. Rubin, a Wall Street investor, was put in charge. He chose Gene Sperling, who spearheaded economic issues during the campaign, and W. Bowman Cutter, a former consultant with

Coopers & Lybrand, as deputies.

While Mr. Sperling took charge of the deficit-reduction package, Mr. Cutter convened some of the highest-ranking agency officials to discuss the state of the nation's workforce. They included Undersecretary of Education Marshall S. Smith; Leslie Loble, the acting assistant labor secretary for policy; Douglas Ross, the assistant labor secretary for employment and training; Larry Katz, the Labor Department's chief economist; Mr. Barram of the Commerce Department; Louis C. Finch, the principal deputy assistant secretary for manpower and readiness at the Defense Department; and Peter Edelman, counselor to Ms. Shalala.

According to participants, those meetings resulted in a commitment to a human-capital strategy coordinated out of the White House but permeating the agencies.

"I happen to believe, as a matter of logic and analytics, that human capital is really best thought of as an economic issue," Mr. Cutter said. "In business, the only enduring resource is people."

After seven months of discussing workforce-policy issues, the task force produced a document that President Clinton used as the "country paper" at the G-7 jobs summit in Detroit earlier this year. The paper has not been made public, but Mr. Cutter said the group reached three critical conclusions: that the changing economy necessitates a workforce with greater technical skills; that technology needs to be applied to education and training functions; and that government programs need to be re-evaluated and concentrated on the lowest end of the workforce.

"If we don't bring that sector into job networks and training networks and education networks, it won't be a rising tide that lifts all boats," he said. "It will be a rising tide, but it won't lift that boat."

The group is now engaged in a second round of talks that is examining the "next generation" of edu-

Benjamin Toss Smith

cation, training, human-capital, and economic-policy issues.

A 'Simplistic' Idea?

However, critics of the Administration's human-capital strategy, even those who agree with it, say it suffers from too much naïveté.

"What sounds like a futuristic, forward-looking, intellectual basis for economic strategy is basically a set of deeply misleading, simplistic ideas," said Paul Krugman, an economics professor at the Massachusetts Institute of Technology who specializes in international trade and finance. "Most professionals on international trade feel the Administration has bought into a 'Gee whiz, by golly, there's a global economy out there' view of the world that sounds smart but doesn't hold up."

While not disputing the value of providing education and training to workers to help improve their skills, Mr. Krugman argues that the Administration's rhetoric on the issue has been misleading.

A country's economic productivity is, by and large, determined by its consumption of goods produced by its workers, he said, not by goods consumed by other countries.

Sue Berryman, an education specialist with the World Bank, said the Administration has "overpromised" on its human-capital agenda and suggested that the Administration's preparation for a high-wage, high-skills economy is a matter of wishful thinking.

Retraining much of the current workforce, she said, is easier said than done; meanwhile, numerous young people do not have the skills or attitudes to become highly skilled workers.

Moreover, she said, investing in a human-capital agenda—a strategy with which she agrees—does not guarantee people jobs. Financially strapped employers will do anything to keep their companies afloat, she said, including firing highly skilled workers.

"It's a strategy of positioning people to do battle in the labor mar-

ket," Ms. Berryman said. "That's the best we can do for them."

Elusive Funding

That, however, is precisely what Administration officials say they are trying to do—set up a system that allows workers to move freely throughout the workforce, especially when they are forced to.

"What we're really trying to do is educate people to be creators of jobs," Mr. Barram of the Commerce Department said.

Other critics note, however, that money to pay for the projects remains elusive.

Max Zwicky, an economist with the Economic Policy Institute in Washington, faults the Administration for forging a deficit-reduction deal that left few federal dollars to support its human-capital agenda.

"Rhetorically, human-capital development is one of their favorite topics, and it's also central to their idea of economic development," Mr. Zwicky said. "But they've boxed themselves into a corner."

In his new book, *The Agenda*, the investigative reporter Bob Woodward details an internal struggle in the Administration between officials who advocated deficit reduction and those who pressed for spending on education and training. The spenders lost.

Administration officials concede that financing the initiatives will be difficult, but say they will continue to fight for funds.

Apart from money, Mr. Cutter said, the Clinton Administration recognizes that it has a responsibility to follow through on its agenda.

"I think there's broad skepticism that government can't do anything at all, and I think that puts a burden, especially on Democrats, to be cold-blooded on making programs work," he said. "We absolutely have to hold government programs accountable for delivering."

ISSUES

I N B R I E F

A Report Series of the
PEW PARTNERSHIP FOR CIVIC CHANGE



SPRING 1994

Why Lock the Doors at Three O'Clock?: *Innovative Community Uses for the Neighborhood School*

The local schoolhouse is enjoying a renaissance of sorts. Today, many communities are expanding the role of their schools and school buildings. Some cities are encouraging outside groups to use school facilities after-hours, while other communities are developing new uses for vacant schoolhouses as a way of revitalizing failing neighborhoods. In the process, these cities and towns are restoring the schoolhouse to the center of American community life. These late developments are reversing a trend, dominant for several decades, that has alienated the school from much of the community. This increasing separation is, in itself, a marked departure from what has been the traditional relationship between schools and the community. Up until the middle of this century, a neighborhood would use its local schools frequently, for any number of public events. This was especially true in rural farming areas, where the school was often the only public building for miles around. In fact, in many rural districts the school building also served as church, social center, and concert hall. Today, the schoolhouse plays a much more limited role in most communities. Over the course of this century, changing mores moved the schoolhouse away from the center of our shared public life.

There are, however, ongoing efforts to strengthen the relationship between schools and communities. The Pew Partnership for Civic Change recently asked over one hundred American cities with populations between 50,000 and 150,000 to describe their own successful civic collaborations. Many of the responding cities described community projects that use school facilities. Most of these collaborations are grassroots initiatives that make use of what is, in fact, an important community resource: the local school. Some cities are encouraging community groups to use school facilities in the evenings, while other cities are giving new life to vacant school buildings. Communities are now using schools after-hours as family support centers, as social service distribution points, and as program centers for at-risk youth. This report focuses on community uses for local schools: how the role of the schoolhouse has changed over time, and how four medium-size cities are currently bringing the schoolhouse back to the center of our shared public life.

Community Gathering Places—Past and Present

Community use of the local schoolhouse is not a new idea. Along with churches and public parks, the schoolhouse has been a traditional gathering place in America. A century ago our nation was, to a great extent, composed of small farming communities in which the schoolhouse was one of the most important—if not the only—public edifice. Andrew Gulliford's *America's Country Schools* details the ways in which these rural communities used their school buildings:

... the schoolhouse was the social center of the community. The more remote the area, the more important the school. All groups met there—the wheat growers association, 4H clubs and homemakers, sewing and quilting clubs. . . . When rural people thought about gathering with friends and neighbors, . . . they thought about the school (79).

Earlier generations used schools for political debates, dances, concerts, adult literacy classes, and literary evenings. The local school teacher would organize students and community members to put on holiday "programs," which featured group singing, readings, musical solos, and public addresses including community news. These events were so important to the life of the community that the renewal of a teacher's contract would often depend upon the success of his

or her "program" (Gulliford 80). The country schoolhouse played an important role in the lives of rural Americans: it was the institutional center of community life.

Community use of the school building was not limited to the countryside. City residents, too, used their neighborhood schools for a variety of after-hours programs. The one-room local schoolhouse was disappearing from city life by the beginning of the twentieth century, after educational reforms created more centralized, standardized, and bureaucratized school systems (Tyack 28). However, it is a mistake to think that communities stopped using their school buildings when these reforms were instituted and larger, centralized schools became the rule. In fact, some educational reformers encouraged urban communities to use their local schools regularly. One of the leading proponents of this idea was the civic reformer Clarence Perry. Perry believed that cities could reverse the increasing isolation of modern urban life by organizing neighborhoods around community centers located in public elementary schools. At the turn of the century, Perry wrote that the public school ought to be used at all reasonable hours for the recreation and improvement of the people. These ideas were soon put into practice. By 1910 public schools were open in the evenings for programs directed at youth and adults in Boston, New York, Newark, and Cincinnati (Cutler 30). The local schoolhouse of the nineteenth century was nearly as important to the civic life of urban neighborhoods as it was to the residents of rural America.

Despite its long history as a civic meeting place, the school building has moved away from the center of public life in recent decades. The establishment of other public meeting places—like civic centers and large auditoriums—has helped to make community use of the schoolhouse less common. And yet, in spite of the decades-long movement away from using schools as community gathering places, there is today a return to this traditional practice. The desegregation of schools during the 1960s created the opportunity for public educational institutions to become inclusive centers for the entire community. The school now seems to be a natural public space where Americans can meet. More and more often, people are using their local schoolhouses for com-

munity programs. Some schools are used for supplemental programs after the regular school day is done; others are used as neighborhood social service distribution points; still other schools, once vacant, have been refitted for other uses, like alternative housing or full-time community centers. Before turning our attention to four cities that are encouraging community use of school facilities, we will consider some of the positive effects, as well as some of the difficulties, that schools and civic groups can expect to face when schools open their doors after three o'clock.

Alternative Uses for Schools: Benefits and Challenges. Communities find that they reap numerous rewards from opening schools in the evening hours. Both the school and the surrounding community stand to gain from such an arrangement. The major benefit to the community is obvious: local groups get to use a well-maintained, centrally located building at little or no cost. The school, on the other hand, wins something just as important, if less obvious: a chance to improve relations with the community. Schools today need the financial and volunteer assistance of community members more than ever. However, most school systems fail to gain community support because they interact only with those members of the community who have school-age children—even though the percentage of households with school-age children has been shrinking for decades. For example, in a typical American school district, only twenty-five percent of residents have children in school; the remaining seventy-five percent have little or no contact with their local schools (Decker vi). These non-parent residents are less likely to support additional funding for schools if they see no personal benefits from this funding. It is highly ironic that in many communities the non-parent population enters the local schoolhouse only on election day, and then to vote against additional school funding!

However, more and more cities are discovering that this does not have to be the case. School officials can help to strengthen public relations by restoring the school building as a neighborhood meeting place. Once community members are allowed to use the school building and are exposed to the good work being done there, they begin to feel a sense of

ownership in the building as a civic institution. This can lead to a situation where a spirit of greater cooperation and involvement replaces one of alienation and even hostility (Decker 19). As we will see in the examples listed below, this trend is evident in cities all around the country.

Although opening the school doors to community groups creates real benefits for both schools and local organizations, complications can arise. First, school officials take on a responsibility to be equitable when they decide to allow outside groups to use school facilities after regular hours. School administrators need to be aware of the legal implications of denying community groups access to public facilities. In some communities, ill-conceived decisions about who gets to use the schoolhouse have become battles over First Amendment rights. Benjamin Sendor notes that the First Amendment does not *require* schools to open their doors to any outsiders. However, when a school does open its doors, he argues:

... it triggers the application of the Free Speech Clause principles, the most vital of which is that [school] boards must not discriminate between similarly situated people or groups seeking to use facilities for similar kinds of expression. ... The difficult trick in applying that rule is determining which kinds of users and uses are legally equivalent (16). In the interest of respecting the entire community's need for public meeting spaces, school administrators need to set equitable policies for schoolhouse use when they decide to allow outside groups to use their facilities.

Second, communities also face potential difficulties when they set out to reclaim vacant schools for community purposes. Vacant schools can be attractive prospects to private investors. These buildings are usually well-built, spacious, and centrally located. And they're inexpensive: school districts are often glad to get empty school buildings off their hands, and are willing to sell them to investors for a nominal fee. But time is of the essence in informing investors about newly vacant schools. Because fiscally strapped school districts often allocate very little money to maintain vacant buildings, investors are less interested in redeveloping school buildings that have been vacant for more than a year or two. Therefore, timely cooperation among the school district, city planners, and private investors is crucial to creating new uses for vacant school buildings.

The four projects described below illustrate how communities can come together to create effective programming in their local schools. These initiatives renegotiate the relationship between school and community, creating a more inclusive approach to addressing local needs. By undertaking these school-based community programs, Charleston, West Virginia, Utica, New York, Visalia, California, and Waco, Texas are joining other localities in updating the role of the schoolhouse, helping it to serve the needs of its neighbors more effectively.



Charleston, West Virginia:
Centralizing family social services in three elementary schools

Charleston's plan to install after-hours Family Resource Centers at three area elementary schools reflects a new way of doing business for the area's social service providers. Traditionally, Charleston and surrounding Kanawha County have used a "crisis-oriented" model to guide the delivery of social services. By contrast, the proposed new delivery system is using the school-based Family Resource Centers to encourage prevention, early intervention, and education. The Family Resource Center approach to social service delivery addresses the potential problems of low-income families before they reach the crisis stage.

Programs are designed to provide assistance to low-income families and to strengthen the ability of these families to help themselves. The school-based family centers link existing social service providers, bringing together a range of services including health screenings, literacy counseling, and employment placement.

Elk Elementary is a Kanawha County school chosen to be the site of one of the Charleston area's three Family Resource Centers. The school serves children from the rural areas surrounding Charleston. Elk Elementary's Family Resource Center is an important new dimension in what is already a remarkable community outreach program at the school. Leonard Allen, the principal of Elk Elementary, has heard too many stories about how families in his school district—some living as far away as

twenty-five to thirty miles from Charleston—have had to spend entire days moving among social service providers in the city. Social service delivery is further complicated by the fact that Kanawha County has no public transportation system. Mr. Allen hopes that the Family Resource Center in his school will make it easier for isolated families to find the services they need in one location—and without having to make the difficult trip into Charleston.

The existing programs at Elk Elementary merit a closer look, for they provide a remarkable example of what good things happen when schools encourage community use of school facilities. "Our school is only a year old," says Mr. Allen, "and we would like to see that it is used as much as possible." In fact, the community uses Elk Elementary a great deal. Even though classes don't begin until 9:00 a.m., the school building is open at 7:00 a.m. for the "On Deck" program. For one dollar per day, parents can drop their children off at school, where a teacher will take care of them until classes begin. On the other side of the work day, the "Third Base" program takes over. As "the last stop before home," the Third Base program provides care for students between the end of classes and 5:00 p.m., when their parents pick them up on their way home from work. During Third Base hours, teachers and parents tutor students and monitor a variety of recreational activities. Both "On Deck" and "Third Base" are self-sufficient: teachers and parents are paid with the money collected from the parents of participating children. Together, these programs represent a community solution to a problem that all working parents face: the shortage of high-quality day care.

The "Parents as Teachers" (PAT) program is yet another of the local service-providing organizations that are a part of the Family Resource Center network. PAT is an independent organization, funded through a series of grants, but it works in a close partnership with Elk Elementary. "Parents as Teachers" reaches out to parents of children under three years of age who want to learn more about their children's early development. "We've seen kids whom no one has ever worked with coming into kindergarten," says Karolyn Hall, an elementary school counselor who coordinates PAT. Ms.

Hall oversees the work of two "parent educators" who teach parenting skills, both through home visits and during monthly meetings, at the Elk Elementary School. Some of the families these parent educators visit each month live in remote places more than thirty miles away from the agencies in Charleston that distribute the kinds of social services they need. PAT exemplifies yet another way in which Charleston and Kanawha County are breaking down barriers that can separate schools from the surrounding community.

The various community players in the Elk River District's extensive school-based support network seem to have avoided the "turf politics" that plague so many efforts to restructure the role of the local school. Their effort mobilizes the entire community, using the schoolhouse as a forum for combining the various talents of local residents and applying these talents to the problems that the community faces.



Utica, New York:

Revitalizing the neighborhood through a reclaimed schoolhouse

The Utica Free Academy (UFA) building is a good example of what can be done with vacant schools: the high school building sits at the heart of the Cornhill neighborhood as an emblem of that area's decline. But Utica has developed a plan to recycle the former UFA building in a way that responds to the city's changing demographics. Twenty-four percent of Utica's population is over age 60, while the number of young people who live in the city is declining. The city closed UFA in 1990 as part of its plan to consolidate its three high schools in response to these shifting demographics. But Utica has devised a plan to modify this vacant high school for new uses and to revitalize the Cornhill neighborhood in the process. Utica has joined with a local hospital and a geriatric care facility to turn the large, centrally located Utica Free Academy building into a combination adult housing complex, geriatric care facility, and neighborhood center.

The project is working with neighborhood residents to take full advantage of the Cornhill

community's many untapped resources. Cornhill's young people are being involved in the project from the very early stages: young men and women are being placed as apprentices to tradespeople working on the conversion of the school. Once this conversion work is completed, the former gymnasium will hold a community center. Three of the programs that will make their home in the new community center—the youth career ladder, the neighborhood block association, and the youth corps—address Cornhill's most pressing needs: insufficient opportunities for youth; lack of grassroots leadership; and diminished community pride. The new community center is also establishing a neighborhood health clinic and a social service distribution site. Even though the Utica Free Academy will not be used for high school classes anymore, it will be restored to the center of community life in Cornhill.

Another former Utica school has recently been converted into affordable housing. The 125-year-old Bleecker Street Elementary School was closed between 1967 and 1992, but recently reopened after having been transformed into 10 one-bedroom apartments by a private non-profit organization. In addition, a new structure adjacent to the former schoolhouse contains thirty-four two-bedroom apartments. Located close to the downtown district, this former school building is in an area of the city that has not been a traditional residential neighborhood. However, bringing new residents into this business district has had a positive impact: local merchants have gained new clients and have begun to spruce up their storefronts. Once filled with pupils, the Bleecker Street School is now completely filled with small families and senior citizens who meet income eligibility levels. Here again, Utica has revitalized a neighborhood by finding new uses for a vacant school building.



Visalia, California:

Portable youth program centers at schools

The use of school property figures prominently in Visalia's plan to address a growing problem that affects the entire community: the proliferation of

youth delinquency in the city. Visalia is attempting to address the underlying tensions that lead to youth violence: tensions that arise during the transition from adolescence to adulthood. America's 20 million young adolescents (ages 9-14) decide for themselves how they will spend at least five hours—or forty percent—of their waking, nonschool hours. They spend half of this discretionary time—twenty percent of their total waking hours—watching television (Carnegie 29). This abundance of unstructured discretionary time presents a significant risk to adolescents (Carnegie 33).

Visalia's plan attempts to add structure to its young people's discretionary time by providing alternatives for after school time. A local coalition plans to establish supplemental program centers in portable modular buildings at four local elementary and middle schools. These program centers are offering a variety of academic, recreational, and counseling activities after school and on weekends. Programs include child care, sports and recreation, family programs, camping programs, and literacy training—all of which are designed to give at-risk young people the skills they will need to make the transition into adulthood.

Visalia plans to make each of its program centers fairly autonomous. The organizers of this initiative recognize that the centers will need flexibility, so that they can tailor their programs to the special needs of the young people who use them. The proposed management structure of these centers reflects this philosophy: each program center is establishing its own advisory board, made up of students, parents, teachers, school principals, volunteers, and YMCA staff members; these boards, in turn, report to an advisory board, which brings together representatives from each program center with officials from the YMCA, city schools, and the police department. Visalia believes that their flexible, inclusive approach will be more successful than a program designed and managed by people less familiar with the specific problems of the young people living in the four targeted neighborhoods. The community hopes that by bringing neighborhood residents together at a centrally located site—the school—they can bring together the untapped talents of the community to help young people have a better chance of personal and academic success.



Waco, Texas:
Lighted Schools

The citizens of Waco are opening their school-houses after-hours to address one of the most serious issues facing their community—youth development. Waco has targeted four area middle schools as "Lighted Schools" after the regular school day has finished. The Lighted Schools program brings together a broad cross section of the community to address the special needs of middle school students by providing them with supplemental programming. This program's method is specific and thorough, taking a comprehensive approach to the needs of Waco's young people. Over 450 students per year will attend the privately funded Lighted Schools on a daily basis—from 4:00 p.m. to 8:00 p.m. weekdays, as well as on weekends and holidays.

"Middle school students are often forgotten," says Catherine Jordan, executive director of the McLennan County Youth Collaboration, the organization administering the Lighted Schools program. "There are many programs directed toward elementary school students and high school students in Waco. However, there are relatively few extracurricular programs set up for students between sixth and eighth grades. And yet these are the ages where our statistics rise dramatically—in terms of teen pregnancy, violence, etc."

With the Lighted Schools initiative, the Waco community has developed four programs to address the needs of young people at this critical age: juvenile delinquency prevention, adolescent health clinics, pre-employment skills training, and cultural enrichment. Putting these strategies into practice demands the talents of a great many local volunteers as well as the services of several groups of area professionals. Volunteer assistance is especially important to the juvenile delinquency prevention programming, while paid professionals will monitor the health, employment skills, and cultural enrichment components. The juvenile delinquency prevention initiative matches each participating middle school student with both a

mentor and an "advocate." Local Baylor University students enrolled in a mentoring class are acting as tutors, counselors, and role models for Lighted School students. In addition, parents, grandparents, and other volunteers are serving at the Lighted Schools as "advocates," or liaisons, linking individual students to social service providers. Finally, each of the four Lighted Schools provides a curriculum to prevent juvenile delinquency and violent behavior in at-risk students.

To address the health needs of middle school students, each Lighted School is installing adolescent health clinics. Area health care providers will staff clinics in each of the four Lighted Schools. The program is contracting with individual health care professionals and an area hospital to treat minor illnesses and to offer physical exams, screenings and referrals. In addition, these professionals are leading health promotion programs for students and their families, emphasizing good nutrition, pregnancy prevention, exercise, smoking cessation, and drug and alcohol abuse prevention. A second group of professionals, from both the Texas Employment Commission and Texas Agriculture Extension Service, is helping to bolster students' pre-employment skills, preparing the middle school students for their first jobs. And finally, the local arts community is helping to establish a cultural/creative center in each Lighted School. Artists, arts organizations, museums, and libraries are providing programming in each of the four Lighted Schools at least twice per week. In addition to school-based programming, arts organizations from around the "lighted community" have invited Lighted Schools' students to visit their facilities.

Implementation of the Lighted Schools program has built upon existing collaborations and by using the resources of local volunteers. In essence, the Lighted Schools program brings the existing network of community collaborations into the schoolhouse, streamlining the delivery of social services and focusing attention on a previously neglected segment of the young population. In this way, the entire "lighted community" is involved in addressing the special needs of Waco's middle school students.

Conclusion: Lessons Learned

❖ *Many communities are returning to the traditional practice of using local schools as neighborhood gathering places. The appeal of this idea is easy to understand: schools are centrally located, well-maintained and designed to hold large groups of people. Moreover, schools are generally vacant in the evening hours—the time when most community groups hold their meetings.*

❖ *Community use of school facilities can help build neighborhood cohesion. Often a defining physical feature of a neighborhood, schools help to define the community life. When a neighborhood school is vacant, it can have a negative impact on a community's identity. By contrast, school-based community programming can give focus to a neighborhood, creating a renewed sense of civic participation.*

❖ *Opening the school doors to neighborhood groups helps build good school-community relations. Community members appreciate being invited to use the school facilities that their tax dollars support. Inviting nearby residents to use school facilities may make them more likely to give the school volunteer and financial support.*

❖ *Schools often face new challenges when making their facilities available to outside groups. For example, school officials must develop equitable policies for determining which groups can use school facilities.*

❖ *Neighborhood participation in the planning and management of school-based community programming is a key to the success of these initiatives. The most successful school-based community programs seek out local residents to help design and staff their initiatives.*

❖ *School officials themselves are often instrumental in developing school-based community programming. Because these teachers and administrators work with the community's children every day, they are especially aware of the challenges that face local families.*

❖ *Schools are comfortable, non-threatening, and convenient places for children and families to gather. After-hours programming for families can get parents, teachers, and students working together as a team.*

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Issues in Brief is a biannual report series of the Pew Partnership for Civic Change, a national program funded by The Pew Charitable Trusts, to address problems in smaller American cities. The series seeks to increase awareness of particular urban issues by reviewing their emergence in our culture and by examining how communities are currently addressing specific challenges. The Pew Partnership for Civic Change encourages collaboration between public, private, and not-for-profit sectors in communities, profiles urban issues in the context of developing strategies for systemic change, and suggests new models for strengthening communities. For more information about the Pew Partnership, or for copies of this report, write Pew Partnership for Civic Change, 145-C Ednam Drive, Charlottesville, Virginia, 22903, or phone (804) 971-2073.



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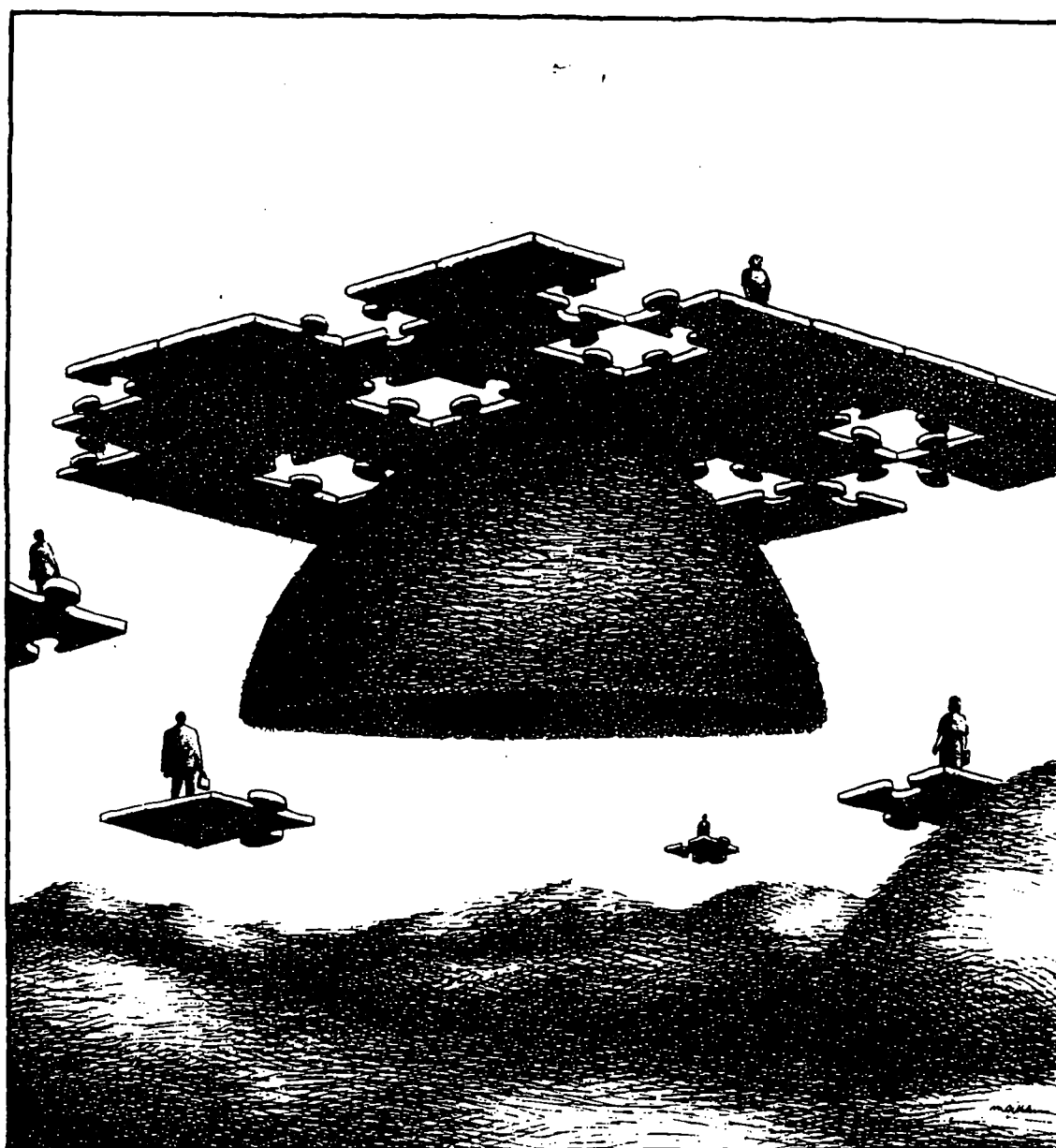
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EDUCATION WEEK

COMMENTARY

Putting People First Means Connecting Education to Other Services

**By Margaret Dunkle
and Michael D. Usdan**



Michael Gibbs

Margaret Dunkle is director of the Policy Exchange at the Institute for Educational Leadership. Michael D. Usdan is president of the Institute for Educational Leadership.

Government fails when our schools fail . . . [E]ducation today is more than the key to climbing the ladder of economic opportunity; it is an imperative for our nation.

—from *Putting People First*,
by Bill Clinton and Al Gore

President Clinton and his Cabinet have a unique opportunity to revitalize education as the engine of our democracy. But, to do so, they must look holistically at children and families, use the federal bully pulpit to provide leadership, and then move beyond rhetoric to tackle the hard work of making the current federal patchwork of education, health, social-service, food, housing, training, and income programs more coherent and effective.

Mr. Clinton knows that a child who needs glasses and cannot see the blackboard will not be a good learner. A child who is hungry lacks the concentration to be a top student. A child who is homeless will have difficulty doing homework, if, indeed, that child is in school at all. A child who lives among drugs and violence at night is ill-prepared to flourish academically during the day. And a child who doesn't learn today won't earn tomorrow.

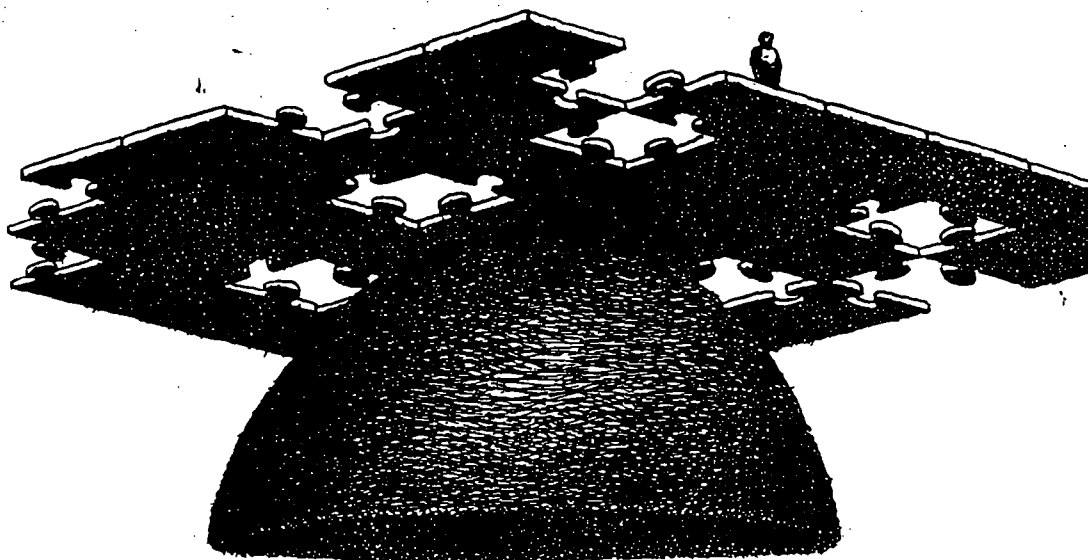
All families have multiple needs and the number of families that need a helping hand is increasing. More than two-thirds of children had working mothers in 1990, compared with 55 percent a decade earlier. The figures are almost as high for women with children under age 6: Sixty percent were in the paid workforce, up from 46 percent 10 years before. Further, more than 20 percent of U.S. children live in poverty, including close to half of female-headed families. Poverty is not just a core-city issue: Well over half of low-income children live in rural and suburban areas.

A variety of programs help low-income families. For example, a family of three (a mother and two children) with a poverty-level income of \$10,000 might well need help from a dozen different federal programs. In the education arena, the children could receive supplementary educational services through Chapter 1. In other arenas, the family would also be likely to qualify for:

- Coupons to buy food through the Food Stamps program,
- A place in public housing or vouchers toward rent,
- Help finding a better job through the Job Training Partnership Act,
- Health services through Medicaid, and
- Tax refunds available to the working poor.

Children without food, shelter, health, or basic income are set up for educational failure. Yet the federal programs that address these needs are scattered among nine different Congressional committees and six different departments of the executive branch (the Departments of Education, Agriculture, Housing and Urban Development, Labor, Health and Human Services, and Treasury).

Making sense out of the Byzantine eligibility requirements and administrative quirks of each of these programs is a management nightmare for individual families and communities. It is why the Institute for Educational Leadership recently launched the Policy Exchange



to provide a forum for policy-makers to explore collaborative approaches. And, more importantly, it is a critical policy challenge to President Clinton and his Cabinet.

Coordinating health and social services so that children can learn is a special concern of Secretary of Education Richard W. Riley. Of course, schools cannot—and should not—do it all. But he learned as Governor of South Carolina that piecemeal approaches to the inter-related problems facing families produce piecemeal results.

States from Secretary Riley's own South Carolina to Kentucky and Oregon are already experimenting with ways to put educational reform in the context of all of the needs of children, not just the three R's. And communities from Savannah to San Diego and Tucson are struggling to make the federal and state hodgepodge of programmatic pieces fit together.

These grassroots efforts have shown that, to be effective, services need to come to people. This means focussing on where people work, where they live, and especially where children go to school. Schools are often the only stable institution that reaches almost all children: Even when school-linked services are cumbersome, they are often the best, and sometimes the only, option.

There is no quick fix to the complex social and educational ills that face our country. But there are some things that the new President and his Cabinet can do right away to set a more coherent course.

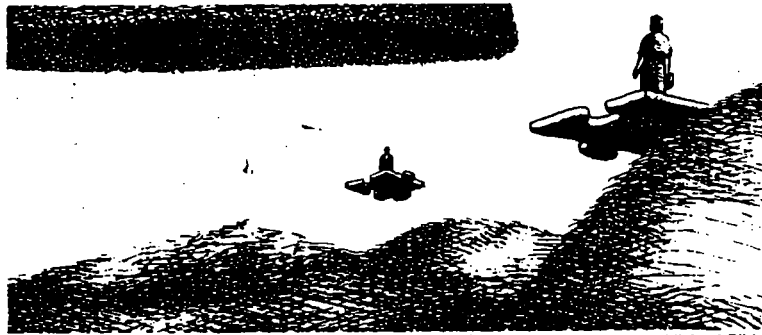
To 'Put People First,' Connect Education, Social Programs

First, provide leadership and use the federal bully pulpit. A visible and vocal focus by the President and his Cabinet on having programs strengthen children and families would provide a special boost to the many states and communities, from Massachusetts to Missouri to California, that are already working to link programs and people more effectively. Federal leadership would provide a catalyst for action where turf and institutional inertia have stalled progress towards making programs fit together more sensibly. It is important for the President to set this tone quickly and decisively, before his appointees are constrained by the limited perspectives of their agencies.

The President has chosen impressive key Cabinet secretaries who could help him provide this leadership. As Governor of South Carolina, Secretary Riley demonstrated his

clear understanding of the relationship between education and other services in building strong communities—and the relationship between strong communities and a strong economy. Donna Shalala, the new Secretary of Health and Human Services, is a national leader in education as well as children's issues.

Then, go beyond rhetoric and act. Revamping programs to make them make more sense will require tedious analysis and tough choices. It means revisiting and perhaps radically revising funding streams and eligibility requirements. And it means including new players in the decisionmaking process. For example, the U.S. Education Department should be a partner as other departments move ahead on policies that affect students. Upcoming legislative windows of opportunity for collaboration include Congressional review of key laws that expire in 1994 and 1995, including Head Start, Food Stamps, and several major block-grant programs. It will also be important for the Education Department to work with the White House and the U.S. Department of Health and Human Services so that strategies for revamping the



Michael Gibbs

national health-care system make sense for students and draw on the lessons learned from school-linked health services.

The most immediate legislative vehicle for educational action to encourage collaboration in states and communities is the upcoming Congressional reauthorization of the Elementary and Secondary Education Act, which includes the \$6.7 billion Chapter 1 program for disadvantaged children. We are not suggesting setting up more bureaucratic structures or creating a separate categorical program called "collaboration," but rather weaving incentives for holistic state and local approaches throughout the law. For example, schools that effectively

link education and other services for low-income children could be tangibly rewarded with more money, more flexibility, or waivers from troublesome regulations.

Other departments could and should join with the Education Department in reshaping parts of E.S.E.A., with an eye toward reducing conflicting definitions, standards, and procedures among programs, all of which, after all, serve largely the same children and families. For example: Should all children in Chapter 1 schools be automatically eligible for Medicaid? And how can reporting and accountability mechanisms be made more consistent and less cumbersome, with more focus on outcomes

and less on process?

Similarly, the 1994 Congressional reauthorization of the Individuals with Disabilities Education Act provides a golden opportunity to make it less cumbersome for children with disabilities, and their families, to receive health services and other needed help.

There is, also, much that can be done administratively, without legislation. For example, President Clinton could create a Family Council and charge it with breaking the interdepartmental gridlock that today paralyzes the well-intentioned administration of piecemeal governmental programs. This council would include the 13 Presidentially appointed policymakers across six departments who collectively administer most federal programs affecting children and families.

To be effective, this Council would require continuing unequivocal support from the President and his Cabinet secretaries. It would have to be coordinated by the White House, not one of the participating agencies, and be led by someone who understands that the key clients of all of these programs are children and families, not schools, organizations, agencies, farmers, developers, or

other entities that administer programs and compete for funds.

Our work has shown that the Congress would be receptive to, even welcome, strong leadership from the Clinton Administration to impose some sense on the crazy-quilt of federal programs affecting children and families. What better way could there be for the new Administration to follow through on its promise of putting people first? ■



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE SECRETARY

"Let's give our children a future. Let us take away their guns and give them books. Let us overcome their despair and replace it with hope. Let us, by our example, teach them to obey the law, respect our neighbors, and cherish our values. Let us weave these sturdy threads into a new American community that can once more stand strong against the forces of despair and evil because everyone has a chance to walk into a better tomorrow."

President William Jefferson Clinton
State of the Union Address
January 25, 1994

Schools are often the one institution in a community that consistently and directly touch the lives of a significant number of residents. Successful schools are those that respond to the child as part of a family and the family as part of a neighborhood and a community. In communities around the country, educational institutions are directly involved in neighborhood revitalization efforts by staying open in the afternoon, evenings and on weekends to allow students and community members to engage in recreational and learning activities, coordinating with other agencies to provide social and health services, opening their doors to parents and other community members for adult education programs and, forging partnerships with business to provide on-the-job training, paid apprenticeships and training in entrepreneurship skills.

The security and attractiveness of a community depends largely on the quality of its educational institutions. If communities lack strong, vibrant schools, those who can afford to move elsewhere will. And those who remain will not receive a high-quality education that will enable them to be productive citizens. Schools can be a neighborhood locus for family-centered, comprehensive and sustainable community development.

This is an inventory of programs that are examples of how schools and communities can work together to revitalize neighborhoods where dreams can be realized. Ambitious steps have been taken toward addressing the educational, social service, health and economic needs of families and communities through the

collaboration of educational institutions, non-profit organizations, government agencies and businesses. The programs included are based on the premise that this synergistic partnership will enable better services for students, families and communities and the result will be a more productive citizenry.

In providing this information, the U.S. Department of Education is not endorsing these programs nor is this meant to be a comprehensive list. However, we hope it will spark new ideas, visions and possibilities for the potential role of schools in community and economic development initiatives.

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BALTIMORE'S NEW COMPACT SCHOOLS Baltimore, Maryland

Overview

Baltimore's New Compact Schools is a collaborative effort which seeks to promote nothing less than a bold, dramatic and unprecedented new compact between this community and its schools. This new Compact for Ensuring Student Success includes among its charter partners, the Mayor of Baltimore City, the Superintendent of Baltimore City Public Schools (BCPS), the Enterprise Foundation, the various city agencies which constitute the Mayor's Human Services Sub-Cabinet and most important of all, the residents of the Sandtown-Winchester community, who have worked for over two years with the Mayor's office and the Enterprise Foundation to initiate a radical transformation of their neighborhood in a process known as Community Building in Partnership (CBP).

In Part One of the Compact (the Community Compact), CBP, Inc, acting on behalf of the Sandtown-Winchester community would accept the responsibility for ensuring that preschool children and their families are prepared for school, for facilitating the transition to high school, through high school and from high school to college or work. BCPS, in turn, would accept responsibility for restructuring its schools and educational offerings and developing among it's educators the belief systems, knowledge and skills to deliver an improved program of instruction designed to teach basic skills, higher order critical skills and life skills.

BCPS would agree to make more effective use of its existing resources (both space and dollars) and to re-direct and re-program those resources to support an enhanced and effective core educational program. CBP would reciprocate by agreeing to augment BCPS' resources with the "flexible dollars" needed to "seed" innovation and to foster capacity development. Both BCPS and CBP agree to seek out additional funding from existing as well as new sources and additional partners from among the public and private agencies, organizations, foundations, institutions of higher education and other stakeholders.

In Part Two of the Compact (the Interagency Compact), BCPS and the various health and human service agencies and organizations would establish the agreements and protocols necessary to ensure that school-age children and their families have access to the social services and supports they will need to succeed in school. Provisions for such vital services as health care, substance abuse counseling, social services and housing placement will be addressed through a range of agreements with both public and private agencies providing health and human services. For example, BCPS will agree to provide space and

facilities management for the establishment and operation of a school-based health center, while a local hospital or other health care provider agrees to fund, manage and operate the center on a daily basis. Similar agreements will be established with other agencies so that comprehensive services are available through the schools to all school-age children and their families.

In Part Three of the Compact (the Home School Partnership Compact), the individual school and the parent(s) or guardian(s) of each child entering first grade will enter onto a formal agreement which sets out their respective expectations and obligations for ensuring school success. An individualized assessment will be conducted by both the school and the parent(s) to determine what will be required to ensure the student's maximum success in school. Based on this assessment, a mutually agreed upon plan will be developed that identifies the instructional program and necessary services and supports to meet the school and the parent(s) expectations and obligations.

When implemented, the Compact for Ensuring Student Success will promote collective ownership of and responsibility for improved student outcomes and create the preconditions for success.

- * Children and families who are ready for success in school;
- * Parents who perceive themselves and are in turn perceived as genuine partners in the education of their children;
- * Schools that have the capacity (belief systems, skills, competencies and programs) and the administrative flexibility to deliver an effective program of instruction;
- * A community that is mobilized to insist on effective schools and that has capacity to monitor, oversee and sustain the education reform/school improvement effort

At the core of this collaborative effort is a fundamental commitment to outcomes using standards that are clear, consistent and measurable over time. In addition to demonstrating measurable progress each year on each of the Superintendent's accountability measures (attendance, performance and school climate), by the year 2,000, Baltimore's New Compact Schools will produce the educational outcomes envisioned by the National Education Goals and the Maryland School Performance Initiative. These standards will dictate the grade levels at which outcome measurements will be made. For example, in elementary school, fifth graders going on to middle school will meet State satisfactory or excellent standards for attendance, promotion rate, and student achievement in the assessed student knowledge areas of reading, mathematics,

writing-language usage, social studies and science.

The Community Building in Partnership process yielded ten program strategies to guide the future work of the Baltimore New Compact Schools:

- * Develop the belief systems, organizational culture and capacity needed to enable the Sandtown-Winchester elementary schools to deliver instructional programs that ensure the success of the school improvement program
- * Develop a comprehensive initiative to ensure that all elementary school parents have the opportunity, knowledge, support and skills to participate fully as partners in the education of their children.
- * Establish an education consortium consisting of colleges and universities, private organizations and other stakeholders to provide guidance, technical assistance, resources and other support to Sandtown-Winchester school improvement/education reform initiatives.
- * Implement a comprehensive school readiness program to assure that Sandtown-Winchester children from birth through age five and their families receive the services and support needed to prepare them for success in school.
- * Enhance the existing core program at Sandtown-Winchester elementary schools to provide comprehensive instruction and additional support to students.
- * Implement a school-based strategic planning process and the resulting school improvement plan which will be required to set out concrete strategies to ensure the essential components of a successful education system: outcome-based core curriculum; assessment strategies; technology; extended day programs, training and staff development; health and human service support; shared decision making; and professional incentives supports.
- * Enhance the availability and accessibility of health and human services needed to improve student attendance and performance at school serving Sandtown-Winchester students.
- * Provide comprehensive academic and human service support to Sandtown-Winchester students as they transition to high school, through high school and from high school to college or work.
- * Establish the Sandtown-Winchester schools as a resource

to residents of all ages. Strengthen ties between school and community and foster the use of the schools as a means of developing community pride, spirit and involvement.

- * Facilitate the transition of authority and resources from the central office of BCPS to the local leadership of Gilmore, Kelson and Pinderhughes Elementary Schools.

SCHOOL AS COMMUNITY SITE: THE MacARTHUR PROJECT
Binghamton, New York

Opening its doors from 6:30 a.m. to 11:00 p.m. is just one way the MacArthur School serves the community of Binghamton, New York. In 1987, Binghamton City School District received one of four "School as Community Site" grants - to improve both its students academic achievement and the quality of life of its community - from the New York State Education Department. The MacArthur school which serves students who live in very affluent areas as well as the inner-city was selected as the "lab site." Over 50 percent of MacArthur's 600 children receive some type of public assistance.

MacArthur is now one of 34 schools participating in the Community Schools Project. Through the MacArthur Project, the MacArthur School and the Community Center jointly offer extensive educational and human services to more than 400 families.

The MacArthur Project recognizes that formal education cannot begin at age five when the child enters school but must begin before birth and continue throughout the child's school experience. The objective of the project is to develop "a school committed to successful education of all children and committed to achieving that goal through new types of collaboration within the community," says Mary Haust, Project Coordinator. There are four key elements of the collaboration: parent participation; improved curriculum; family-centered early years support, and human services support.

The anchor of services in the MacArthur Project is Parent and Children Working Together (PACT). It provides trained parent educators to work with parents of children birth to age three through a combination of monthly home visits and group meetings. In addition, the MacArthur School houses a Headstart program, a pre-kindergarten program, and an all-day kindergarten. All these services share the same location so that by the time a child enters kindergarten, the MacArthur School may have been involved with his/her family's life for up to five years.

Through establishing strong relationships with the Broome County Departments of Public Health and Social Services, the MacArthur Project can provide extended social services to the families in the community. The Family Service Workers program integrated the experience of social services into the school educational program by placing a full-time DSS worker in the school. Family Service Workers intervene with families, thus complementing other services rather than duplicating.

A variety of projects -Effective Parenting Information for Children, Primary Adjustment Program and the Home Visitors Program - support families in their roles as prime educators of their children. The project also encourages community involvement by recruiting high school seniors, college students, local hospital workers and others to improve the educational experience of young people.

**BROOME COUNTY YOUTH APPRENTICESHIP DEMONSTRATION PROJECT
BROOME COUNTY, NEW YORK**

About 40 students in Broome County, New York are spending up to 15 hours a week in youth apprenticeships. They're doing hospital lab tests, operating machinery, and more -- while carrying a full course load in high school. It's made possible through Cornell's Youth Apprenticeship Demonstration Project, and six businesses in and around Binghamton, New York.

Apprentices are exposed to a variety of positions at the hospital, manufacturing plant, or other worksite. An "administration and office technology" apprentice at an insurance firm, for instance, tells that she has "been in seven departments so far -- Group Administration, Agency Administration, Pension Administration, New Business, Marketing Services, Controllers and Policy Administration."

Experiences at the worksite are carefully structured. To create them, each department manager identifies tasks done on the job and then "teases out nine technical and social competencies" needed to do that task, says Mary Agnes Hamilton. Follow a step-by-step process, using computer technology, working as a member of a team, communicating clearly -- these are four of the nine competencies.

After nailing down the nine competencies, managers then assign each apprentice a "coach" to help him or her to become competent in performing particular tasks.

What might you see if you could watch a coach and apprentice working together on a task?

The job of a biomedical technologist includes servicing life-support devices, monitoring equipment, and other machines in a hospital. A biomedical technology apprentice, during his first few weeks at Lourdes Hospital, is beginning to learn how to do that by learning to calibrate the heating element on a neonatal unit:

- * The apprentice and his coach have hovered over the neonatal unit's inner workings (its housing removed) and photocopy repair manual.
- * They test the resistance and internal calibration of several system within the unit -- the temperature selector, the timer reset light, the fluorescent lights, and others.
- * After the tests, the coach demonstrates how to set the calibration resistance box.
- * While working, the coach tells the apprentice about

the "bigger picture" of the job. "We perform preventive maintenance to reduce unexpected breakdowns. We do it all on the equipment in the hospital to make sure things are running properly."

- * Although the apprentice gained considerable proficiency at these tasks, he was limited by not knowing the basic principles of electronics. After the observation, the manager of the department explained that his team had an instruction kit for basic electronics that could be set up for the apprentice. Weeks later, an appropriate electronics course in an adult program was located, and a slot in the class was negotiated so that the apprentice would not have to pay for it. On days when he attended the course, the hospital excused him from work but paid him.

An apprentice in administration and office technology at the Raymond Corporation began working in the marketing department, where he learned about computers and research. One of his projects involved market research about competitive fork lift trucks:

- * He learned to input data using Lotus 1-2-3.
- * His coach helped unravel a complex research task by showing him how to use spreadsheets to compare specifications for the trucks.
- * He learned firsthand how to break data into manageable chunks and knew that eventually he would be able to create spreadsheets for future research problems.

Many of these young apprentices are becoming more mature and responsible as a result of their work experience, according to parents and teachers. Challenges in the workplace seem to encourage kids to push themselves academically. Many say their grades have risen.

These apprenticeships are helping many students develop a stronger sense of their career options. Project Director Stephen Hamilton says kids "have a better knowledge of what's out there, and what they have to do to get there."

Schools are improving course offerings, based on employer requests. "Managers and coaches say, 'I'm telling students about anatomy or ohms, but I'm not sure they're getting it'," says Mary Agnes Hamilton. As a result, one school will offer an anatomy course for the first time this fall. Another has decided its electronics course wasn't good enough, so they're replacing it. Schools are realizing they "must schedule for more than time -- for course content," she says.

Supervisors of apprentices are seeing spillover benefits.

They're finding that teaching an apprentice can help them clarify their thinking about how their own jobs can be done more effectively. Using detailed forms in evaluating students is helping some supervisors develop better benchmarks for assessing the skills and progress of experienced workers. Some employees are being inspired by students to take advantage of training opportunities. "Firms can use youth apprenticeships," says Hamilton, "as part of a strategy to become high performance workplaces."

Hamilton and his staff help businesses identify specific skills and behaviors their workers need. Teachers have visited businesses and met with employer groups, which gives them a clearer sense of how students will be asked to apply academic skills. Seniors integrate academics and work experience by experience by researching an issue in their workplace and develop a presentation, with the help of a teacher and their workplace supervisor.

Enthusiasm about apprenticeship among students and businesses is growing. Hamilton hopes to double the number of students participating next year. Ideally, says Hamilton, apprenticeships should be part of a career awareness, counseling and training program that begins when children are young, so they have a better sense of opportunities and options by the time they are old enough to begin internships.

After graduating from high school, students will continue their apprenticeships while studying for at least two years at a community college. Graduates will pursue various career and education paths. Some will continue their apprenticeships. Others will go on to four-year colleges. All are opening up career paths for themselves.

CHICAGO COMMONS - WEST HUMBOLDT EMPLOYMENT TRAINING CENTER
Chicago, Illinois

MISSION: 1) To enable participants to enter the labor market either through job training or employment; 2) to be a demonstration of the effectiveness of comprehensive services yearly to 150 new low-income persons with low basic skills and multiple personal and social problems; and 3) to test the validity of the proposal to limit welfare receipt to two years, during which time recipients would obtain the education and training needed for employment.

SUMMARY: Unlike many job training programs, the Humboldt Park ETC, set up in 1991 by Chicago Commons, provides long-term welfare recipients with a total protective package of services at one site. At the center, participants can prepare for the labor market by both 1) improving their literacy and job skills; and 2) solving personal and social problems experienced by the family as a unit. Believing that strong, healthy families and children's success in schools are directly linked to parents' ability to succeed in the labor market, the ETC has a specific family focus. The ultimate goal, therefore, is for the program participants to obtain jobs that provide decent wages and health benefits which will keep them and their families off the welfare rolls. ETC acts accordingly to provide the parents with literacy training, job training, and help in obtaining employment. At the same time, the program works to prevent the illiteracy problem from being transferred to the next generation; it provides 20 hours per week of child development activities for participants's children and participant training in parenting and in serving as their child's first teacher.

The center provides several essential on-site support services for literacy and job training participants. Through a comprehensive case management program, the ETC enables participants to solve a range of personal and social problems which have hindered their progress in the past. These issues include: alcohol and drug addiction, domestic violence, poor health, and mental health. Among other things, case managers facilitate the 80 hour Life Skills component which is the prerequisite for admission into ETC, help participants design individualized employment plans, obtain necessary off-site services, facilitate monthly support groups, and track participants for a two year period following employment. The center also provides on-site medical care and child care for its participants. In order to provide all of its services, the ETC works in collaboration with several major organizations including: City Colleges of Chicago which provides literacy training specialists, the Erie Family Health Center which brings

its health services to the ETC, the Chicago Public Schools from ETC recruits participants, and the Head Start Program which provides funding for two Head Start classrooms at the ETC site.

The ETC receives funding through an Illinois JOBS program grant, a grant from the State Literacy Office, an Even Start grant from the U.S. Department of Education and private and foundation support. The child-care component of the program is partially funded through participants' daycare allotment in their job stipends.

THE BEACONS

New York, New York

In New York City's Washington Heights section, a densely populated, low-income community whose residents are primarily immigrants from the Dominican Republic, Intermediate School 143 used to be padlocked shut during the months of July and August. Now the building is used to house one of New York's Beacon programs, a school based approach to neighborhood revitalization.

Forty blocks south, at 144th Street between Adam Clayton Powell and Frederick Douglass Boulevards in Central Harlem, an elementary school, named after the renowned African American poet Countee Cullen, also languished in the sweltering heat of New York City summers.

Although neither building is by any measure grand, these public facilities are among the best maintained in two communities struggling with all of the hard by-products of urban abandonment.

Today, both schools and 18 others are open in summer, before and after hours during the school year, weekends, and on holidays, providing a wide range of services and activities for children and families. These schools are pioneering new paths to neighborhood revitalization through a comprehensive school-based youth and family development program called The Beacons. With a current core budget of more than \$16 million, it is one of the nation's largest city - financed projects to reclaim public school buildings and transform them into vital neighborhood centers during non-school hours.

When the first ten Beacons were established in 1991, the intent was to create safe havens for children, youth, and families within the communities considered the poorest and most affected by substance abuse, AIDS, and crime. Managed by non-profit community-based organizations, they now provide a full array of social service; recreational, educational and vocational activities; and venues for community meetings and social activities. These services are available to the neighborhoods free of charge. The program has been so successful that by January 1994 there will be 37 Beacons, with at least one in every community school district in the city.

The Beacons are a joint venture of the New York City Department of Youth Services, Department of Health, Board of Education and Department of Employment. According to Michelle Cahill, Director of the Fund for the City of New York's Youth Development Institute, the collaboration is successful because "it is a different orientation than the school driving the definition of services." While the school contributes to the identification of the program, the community based organizations, parents, youth and other community residents are also deeply involved in the

process.

The Beacons are individually tailored for their specific neighborhoods but they are all open seven days a week from early morning until late at night and average more than 360 days of programming a year. Other features that make the Beacons particularly attractive as a national model are: the community based delivery systems; the decentralized social services that are delivered in a nonstigmatizing way; the expanded use of school facilities; the collaboration among city agencies; and the family-focused, noncategorical programs that address the needs of the community at large.

"The beauty of the Beacons is that it is pretty basic and pretty simple," says Richard Murphy, the Commissioner for Youth Services for the City of New York. "The program is designed to keep what in most communities is the only decent building for young people open literally three times the number of hours that it would be, and to provide a wide range of opportunities for them and their families."

With an estimated 30,000 children and adults served by the centers last year alone, Murphy says that the Beacons are helping the city fulfill the role of good government: "We are supposed to keep public buildings available for young people."

Reflecting specifically on the Beacons at Countee Cullen Community Center, Murphy says, "I think what is amazing is that it's in pretty tough shape, but you sort of forget that after a while. You feel that certain surge of energy and pride that is in the building. Then you go outside and say, "Thank God this place is open."

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Intermediate School 218: New York City

IS 218 and PS 5, opened in March 1992 and February 1993 respectively, are part of the Washington Heights community school partnership between The Children's Aid Society, Community School Board 6 and the New York City Board of Education.

New buildings constructed to alleviate overcrowding, both IS 218 and PS 5 are scheduled to be open fifteen hours a day, six days a week, year-round. The Washington Heights community school partners had input from the very early stages of building design and construction to ensure that these new buildings would accommodate the special needs of the community school program.

The goal is to shape a "seamless" fusion of school day activities with extended-day programs, health and family supports that will enhance student learning. The Children's Aid Society and other community-based agency staff work closely with the school principal and staff. A teacher can walk down the hall to tell a social worker about a student whose grades have suddenly plummeted. And a counselor can stop by a teacher's classroom to see if a student is showing any signs of improvement. The community school structure means help is often just a walk away.

Just inside the school's main entrance is a Family Resource Center that is open to all members of the community. Staffed by bilingual social workers, paraprofessionals, parents and other volunteers in this heavily Latino community, the resource center is designed to encourage parents' closer involvement in their children's education by addressing parent or family needs that may impede school success. Center staff and volunteers explain services, help complete forms, arrange access to other on-site services, provide referrals to outside agencies and accompany families to appointments as needed. They help parents with immigration requirements, tenant's rights issues, job counseling, emergency food assistance or legal aid. English as a Second Language, GED classes and a full schedule of workshops on health and parenting issues are offered.

Next door to the Resource Center is a full-service medical and dental clinic where children can receive exams and treatment during the school day, saving their parents the expense and stress of missing a day of work. A staff nurse practitioner and visiting medical students and doctors provide physical exams, treatment for illnesses, vaccinations, booster shots and referrals to other health care facilities. The clinic also conducts vision and hearing exams and developmental testing. A fully-equipped dental clinic allows for dental exams and care, including teeth cleanings, fillings and extractions. An on-site mental health center provides individual and group counseling and referrals for children and their families. All services are available to all children and families in the community, even if they are not enrolled at the community school.

IS 218 divides its 1200 students into four theme-based Academies or "mini-schools": Business, Community Services, Expressive Arts, and Mathematics, Science and Technology. This allows for a more personal school experience for students. Each academy has two self-contained units with five classes and five teachers who act as advisors to the students in their units. Several times a week, advisory groups of 15 students meet to talk about personal issues -- from school and career issues to problems they may have with family or friends. The school curricula draw from the latest educational reforms, including interdisciplinary instruction, flexible scheduling and hands-on, cooperative learning.

The school opens at 7:00 a.m., when children can enjoy a full breakfast and attend one of the school's "zero" period classes in dance, Latin band, and sports. After the regular school day ends at 3:00, an "extended-day" program engages students in educational enrichment classes, mentoring, sports, computer lab, music, arts, trips and entrepreneurial workshops. Educational enrichment activities include tutoring or homework help as well as two additional 90-minute in topics like English as a Second Language, Advanced English and Advanced Math. The educational enrichment activities are designed by teachers according to their academy's special emphasis, helping to ensure continuity and reinforcement of educational themes. Many of the school's teachers also work in the extended-day program, allowing them to actively recruit students for their special classes and get to know their students in a more relaxed and open atmosphere. IS 218 students can also take part in school-wide activities in recreation and the arts. After-school activities, which are voluntary, attract nearly half the student body.

In the evening, teenagers from the community can enjoy the school's recreational facilities and participate in arts and crafts, rap groups, career readiness workshops, leadership training and family life/human sexuality workshops. Adults can learn English, take aerobics classes, or attend classes in parenting, family budgeting, and entrepreneurial skills.

To reinforce the sense of community and learning that exists during the school year, a variety of summer activities and camp experiences are available for IS 218 youngsters and those living nearby.

In addition to a Parent Advisory Council of 1,000 members, a Family Institute now offers a expanded curriculum of education for the entire community and is expected to be self-funding after two years. A locally recruited Business Advisory Council provides technical assistance to the Business Academy and builds school ties to community leaders. Training programs in small business development are available for students and adults. Discussions are underway to establish a branch bank office or credit union in the community school.

**Northeast Missouri Caring Communities Program
Serving Knox and Schuyler Counties**

The Northeast Missouri Caring Communities Project serves children and their families preschool through grade 8, whose emotional, behavioral and environmental problem cause significant school failure, removal from home and family, and delinquency, or other law violations.

The project focuses on families in two rural northeast Missouri counties, Knox and Schuyler. Historically, Caring Communities began in 1989 as a joint program designed by the department of Health and Social Services, Mental Health and Elementary and Secondary Education. The program is based on the premise that families and local organizations, when given program options and resources, can best determine how to integrate and focus services. Services are linked through the schools to children who show signs of risk and are extended to the entire family as appropriate. This service delivery model through a unique blend of prevention and intervention provides services which are student centered, family focused and community oriented.

Case management services puts families and children in touch with the appropriate community based resources and services. Working in partnership with the two school districts serving the two counties. NMCC is able to identify at-risk children and develop prevention and self-esteem-building programs. Individual and family counseling are provided. Tutoring students and teaching parents and teachers how to deal with everyday situations at home or in school are two more ways NMCC helps.

The schools are also the base for assistance programs that provide early intervention when problems are identified and awareness programs before that help children and their families to recognize problems before they develop and the value of asking for help. Parents also can take advantage of support groups started with the help of Caring Communities.

PEORIA PUBLIC SCHOOLS 150
PEORIA'S BUSINESS ACADEMY'S "SCHOOL WITHIN A SCHOOL"
Peoria, Illinois (Region V)

In 1991, Peoria Public Schools District 150 decided to break the mold and design a school which would use new strategies linking the worlds of school and work. This new school is the Peoria Business Academy.

The Business Academy is the result of a collaborative effort between the business community and the school district. Business leaders were concerned because many students entering their companies did not have the necessary skills. The district was concerned because results of surveys conducted on their high school graduates showed that 50 percent of those who had enrolled in the general studies program left the program with few marketable skills.

To effectively address the problem, both the business community and the school district formulated two major goals to drive the Academy. One, to produce high school graduates with certifiable skills who will be able to enter the work force immediately after graduation. And, two, to produce graduates who will continue their skill-specific training at the postsecondary level. An advisory board made up of business and community volunteers, parents and students ensures that Academy programs stay relevant and up-to-date.

The Business Academy gives students a choice of what to study and prepares them to make a living at it. Students pursue four job areas, to prepare for entry-level positions: clerical, marketing, accounting and secretarial. Along with strong basic skills in reading, writing and mathematics, they learn budgeting, spreadsheets and accounting. Problem solving, decision-making and team work are all included as part of the Academy's curriculum. With strong input from local business and well-structured mentoring program which pairs each student with a corporate mentor to provide feedback and direction, the Academy focuses on students in the general track.

Perhaps the best testimony for the Academy comes from a student who said: "Just about all through grade school I struggled to make it through. Now being in the Business Academy, I can make up for lost times and prove to everybody that I plan on being somebody and doing something positive about my life...Now that I am training, I am very positive about my future and am no longer afraid."

WALBRIDGE CARING COMMUNITIES
St. Louis, Missouri

PRIMARY FOCUS: Provides intensive, integrated services for low-income children and families through the elementary school.

SCOPE: Schoolwide, with extensive community participation.

"It takes a whole village to raise a child." This philosophy has come to life in a high-risk, urban neighborhood in North Saint Louis where four state agencies, the Saint Louis Public School System, including the entire staff of the Walbridge Elementary and Community School, the business community, the Saint Louis based Danforth Foundation, and the community as a whole are involved in the Walbridge Caring Communities Program (WCCP). The program is a public - private partnership seeking to ensure that all children succeed in school, remain out of the juvenile justice system, and remain safely in their homes rather than needing out-of-home placement.

WCCP was originated when the Danforth Foundation, together with the State Directors of Health, Elementary and Secondary Education, Social Services and Mental Health, resolved to develop an integrated program to address the weaknesses of the existing fragmented service delivery system. It was decided to develop both an urban and a rural site, and WCCP, the urban site, began operating in 1989.

One of WCCP's primary intervention programs is Families First, in which families at risk of having their children removed participate in 20 hours a week of home-school therapy for 6-10 weeks. For high risk families not having as many problems as the Families First clients, a case manager serves as a strong link between the school and the home and monitors the needs of the child and family, which may include after-school tutoring, parenting education, other WCCP services, and referral to services outside of WCCP. A Parents as Teachers program, not funded by WCCP, collaborates to strengthen parenting skills for families with preschoolers.

All children receive school health services, including screenings for height, weight, vision, and levels of cholesterol and lead. Other services include Latchkey, a before and after-school child care program and Drug Free Recreation provided on Friday nights for elementary, middle, and high school students.

FUNDING: Public funding sources for the Walbridge program are the State Departments of Health, Mental Health, Social Services, and Elementary and Secondary Education; private sources include the Danforth Foundation and Civic Progress, a consortium of area businesses. The annual operating budget is about \$560,000; the cost of intensive services is estimated at \$1,000 per child annually.

SANTA ANA 2000 COLLABORATIVE
Santa Ana, California

Project Purpose

The established mission of Santa Ana 2000 is to make the City of Santa Ana even better and more rewarding in which to live, work, succeed in school, and nurture a family. The long range vision for the collaborative is to bring about institutional change and restructuring to increase educational achievement and provide more effective services for children and families. Member of the collaborative include Santa Ana Unified School District, City of Santa Ana, Rancho Santiago College, Santiago Chamber of Commerce and the Hispanic Chamber.

Target Audience

The needs of the children and families of this community are reflected in the following statistics. Santa Ana, with a population of 310,000, is 65% Latino. The city has the second largest housing density rate in the state of California. Sixty-five percent of all the households in the city are low or very low income. Ninety-four percent of Santa Ana Unified School District's 48,406 students are minorities, 40% are immigrants. Sixty-seven percent of the students are limited English proficient. The district compliance rate for the legally required Child Health and Disability Prevention physical is at 51%, the second lowest in the county. On the average, over 500 child abuse referrals per month are received by Children's Protective Services, the highest referral rate in the county. Due to a high mobility rate (currently 33%) and attrition, only half of the student who begin 9th grade in the district stay in the system all four years and graduate.

Unified Work Plan

As we enter our third year with Danforth Foundation funding, the culture of collaboration is firmly established. Whenever an issue arises, it is approached through a multi-agency consultation process. The theme of education 1st has been has been translated into key goal statements within each partner agency. California is in severe economic times. Elsewhere, cities and countries are in conflict with schools over funding priorities. This is not happening in Santa Ana, a credit to the cooperative spirit generated by Santa Ana 2000.

When Santa Ana 2000 was established in 1988, there was a vision of pulling together the resources of the entire community, beginning a process that will ultimately change the way institutions serve children and families. It is now 1993 and this will be a year of reflection, analysis, questions and setting outcome goals based on what is happening to children and families. The questions: How much money is presently spent in the city on the children and family support services? How

effective are these services? How effective are the Santa Ana projects that are currently underway? Are these the right projects? What needs are yet unmet? How do we better serve children and families with existing dollars and limited additional new dollars? How will we continue existing services provided by outside grants when the funding cycles end? To what extent are we beginning to impact the way systems function?

The following goals are being reassessed via a planning dialogue with the Executive Committee members and the Task Force members: 1) generate community-wide commitment and involvement to create a high quality educational system; 2) link all community agencies and resources so that the needs of children and families are met in a more effective holistic way; 3) collaborate among agencies so that human, financial, and infrastructure resources are utilized in a more cost-efficient manner; 4) build multi-agency coalitions based on equal partnerships; 5) enhance Santa Ana residents level of pride, awareness of attributes, and volunteer involvement in the community; and 6) carry out all activities mindful and respectful of the ethnic and cultural diversity within the community.

We have begun the process of developing a community report card in the Santa Ana 2000 project areas. Indicators of progress in the areas of child care, dropout prevention, high school, community college and university graduation rates, and health and social services will establish a base line against which our present efforts can be measured. As we look in a comprehensive way at the development needs of children and families at different ages, we can identify unmet service needs, establish priorities, set goals, identify funding mechanisms, and a time frame for achieving these goals. A parallel process in many cities and countries across the nation will provide the opportunity for us to learn from other initiatives and share our successes.

The Executive Committee, consisting of CEO's from the member agencies, continue to meet every other month to provide leadership and set policy. The Coordination Committee representing Santa Ana 2000 task forces, public relations, research and evaluation, and grants will be expanded to include additional representatives from local and community-based organizations essential to the development of the strategic plan. The task forces will map existing community resources, develop areas of the report card, and review evaluation models of existing programs.

Outcomes and Major Products

Major outcomes include:

- * the publication of a "community report card" which forms the baseline for evaluating the effectiveness of our strategic plan;

- * engagement of the community-at-large in support of mutual goals;
- * development of a tool for measuring institutional change;
- * further leveraging of dollars to support children and families; and
- * Further dissemination of our findings with our community, business, school, city, county, state, and national agencies and individuals.

Task Forces

- * Child care and early childhood education
- * Dropout prevention through school restructuring
- * "Healthy Tomorrows" (school linked health and social services)
- * Parent conference
- * Work force 2000

"Healthy Tomorrows"

One of the most successful and visible undertakings of Santa Ana 2000 is the "Healthy Tomorrows" program, a collaborative of nine active partner agencies, funded by over \$775,000 in state and local and federal grants, with an additional \$800,000 of in-kind funding redirected from participating agencies. Through a 36-foot mobile van assigned to five elementary school sites, physical examinations, ambulatory pediatric health services, routine immunizations, and referrals for more comprehensive health and dental care provided. Parent education includes such areas as assistance with family dynamics, discipline, information on nutrition, preventive care and how to access mainstream medical care. Staffing includes a bilingual pediatrician, registered nurse, health insurance counselor/secretary, plus five social workers who are outstationed at the sites.

Implementation Strategies

As a result of pulling the various "projects" together in a comprehensive plan, project participants learn from each other, advance to higher levels of interagency collaboration, and focus on program and community-wide indicators of progress to quantifiably measure our impact on children and families. The ultimate goals are increased graduation rates at the high school, community college, and university levels, and successful entry into the work force and community as productive and contributing citizens.

NEW BEGINNINGS: IMPROVING OUTCOMES FOR CHILDREN AND FAMILIES
San Diego, California

New Beginnings is a collaborative effort of major public agencies in the San Diego County, California, to improve the lives of children and families through integrated services and institutional change. The collaborative has been in existence since 1988, when executive-level staff from the County of San Diego, City of San Diego, San Diego Community College District, San Diego City Schools, and the San Diego Housing Commission began a series of conversations on the way their organizations could work together to help meet the needs of an increasing population of children and families who are served by programs from many agencies, planned and implemented in isolation from each other. The original New Beginnings partners have since been joined by Children's Hospital and Health Center; UCSD Medical Center; Homestart, a community-based child abuse prevention agency; and Neighborhood House, the lead agency for Headstart in San Diego.

In its initial phases, New Beginnings placed major emphasis on developing understanding of agencies and programs; building communication and trust among agency executives (the Executive Committee), and developing a core group of middle- and upper-level managers with responsibility for the ongoing development and implementation of collaborative efforts. The group selected initially focused on a target area in City Heights, a low-income, ethnically diverse area in East San Diego, and conducted a feasibility study for integrated services at Hamilton Elementary School in that area. The feasibility study process included:

- * placing a social worker at the school to work with families over a three month period;
- * conducting interviews with an additional group of families to determine their experiences with the systems and their needs for additional assistance;
- * focus groups with agency workers to elicit their own experiences with the most current system, and the barriers they experience when attempting to provide effective services;
- * a data match study to determine the extent to which Hamilton families were also clients of other publicly-

funded programs; and

- * a mobility study of Hamilton families to determine how frequently the families move to and from the schools attendance area.

From this study, the New Beginnings Executive Committee determined to test a new system of integrated services that would:

- * focus on the family, not on any single member of the family;
- * provide resources for prevention of serious conditions;
- * utilize existing agency resources to the greatest extent possible; and
- * be adaptable to the needs and resources of local communities.

The executives also determined to pursue interagency collaboration at two levels:

- * developing a demonstration center for school-linked services at Hamilton; and
- * pursuing institutional change in each of the partner organizations.

The New Beginnings center at Hamilton Elementary opened to assistance to families in September 1991. The center is staffed by workers repositioned from the partner agencies, who work in a new role, that of Family Services Advocates (or FSAs). These Family Services Advocates work directly with families to provide assistance and link families to services from partner agencies. The center also includes mental health services for children, provided by a community-based organization under contract from the San Diego County Department of Health Services; expanded health services for children, with emphasis on prevention services and development of a "medical home" for families, and outreach workers who link families with the services of the center.

The Management Information System (MIS), developed specifically for New Beginnings, provides a tool for record keeping for new clients, develops information for evaluation, and links the New Beginnings center to the data system of partner agencies. The MIS has been developed as a prototype for Healthy Start programs in California, and will be adaptable to programs in other states.

Through a grant from the U.S. Department of Health and Human Services, the county of San Diego has facilitated the New Beginnings process in Vista, El Cajon, and National City. In

each community a cross-agency has worked to from a council and engage in a feasibility study process for integrated services. Within San Diego City School, the New Beginnings Executive Committee has formed the basis if institutional collaboration for five Healthy Start operating grants provided by the state of California. An ongoing strategic planning process linked to the Improved Outcomes Project includes integrated health and human services as an element of the systemic change process.

In 1993, New Beginnings is confronting critical issues for improving outcomes for children and families in our communities. They include:

- * Strengthening the school/center relationship: a central issue of integrated services continues to be the relationship between the school staff who work with children and families in a school. There is a need for ongoing communication building and cross agency staff development to solidify a positive relationship.
- * Change at the executive level: one agency executive remains from the 1998 group, and he has changed agencies. How can the new executives develop ownership for an ongoing process, and development to solidify a positive relationship.
- * Empowerment and ownership in diverse communities: how are communities defined? How can the needs of children and families be met in culturally appropriate ways?
- * Governance and financial sustainability: As agency resources dwindle, more complex structures of decategorization and reimbursement/reinvestment must be considered. Can elected officials and agency executives agree on commitments to an ongoing financial structure?

**RESTRUCTURING IN HUMAN SERVICES: FAMILY CARE AT
VAUGHN STREET ELEMENTARY SCHOOL
San Fernando, California**

One of the major shifts in the business world is a restructuring of the way work is organized. In order to be more productive and hence more competitive, large and small firms alike are creating cross-functional teams of employees authorized to identify and solve problems close to the point where the problem occurs.

In the field of human services, a restructuring is also taking place. The dramatic changes in Los Angeles are demographics over the last ten years, runaway costs of health and social services, and budget cuts have led to rethinking of the way human services are financed and delivered. Attention is being paid to bending funding streams, multi-agency collaboration and comprehensive/integrated services.

Underlying this restructuring of human services is a paradigm shift: the need is to focus on outcomes and become customer driven versus provider driven. United Way North Angeles Region has joined forces with the Los Angeles Educational Partnership and the Los Angeles Unified School District to develop, implement and test Family Care, a model for restructuring services.

The intent of Family care is to demonstrate how the provision of integrated, school-linked health and social services coupled with quality early childhood programs can improve developmental and school outcomes for children and empower families.

"This is an ambitious effort to show America that through partnerships between public and private institutions, the problems of needy children and their parents can be effectively addressed," says Carlos Navarro, Associate Dean, Cal State University School of Humanities and Chair of the United Way Education Committee. "The business sector and the private sector need to realize it is possible to address complex social problems in a cost-effective and humane manner."

The first demonstration site for Family Care is Vaughn Street Elementary School. Children attending this school are typical of children in many poor neighborhoods of Los Angeles. They live in overcrowded apartments, garages and even chicken coops. Most have no health insurance. Almost all will start school with English language deficiencies. And if current trends continue, 40 percent of these children will drop out before finishing high school. Yet the children and parents of this community are not without hope and abilities.

Conceived as a multi-year initiative, FamilyCare is now building on the success of its first three years (1990-93). During that time, the initiative has:

- * Created the Vaughn Family Center at Vaughn Street Elementary School, the initial demonstration site (which has recently been renamed the Vaughn Next Century Learning Center). The converted classroom is a hub of activities for parents and children, a one-stop center offering classes and services tailored to their needs. Standardized test scores have improved 153% and school staff credit the Family Center as playing an important role in this improvement.
- * Worked intensively in genuine partnership with parents to shape and deliver services. Parents are the heartbeat of the Vaughn Family Center. They represent half of its independent governing board and provide substantial volunteer staffing for programs at the demonstration site.
- * Engaged a comprehensive array of public and private agencies, teachers and community members in planning and implementing the demonstration project.
- * Supported the school's work in restructuring the curriculum, changing the school culture to fit current ethnic, cultural and demographic and learning conditions, and forging new positive relationships with parents. The State has recognized Vaughn's leadership by awarding the school restructuring grants under SB 1274 and status as a charter school enabling it to operate virtually independently, to govern itself and structure its own budget.

FamilyCare is successfully blending genuine grassroots parental involvement real-world lessons learned at the demonstration site and advocacy at the policy level. It operates on three levels:

- * Design and implementation of the demonstration site (1990-93). The Vaughn Family Center is designed to test a service-integration, family-centered approach to improving the functioning of children and families who are economically disadvantaged, come from diverse backgrounds, speak limited English and live in violent, overcrowded neighborhoods.

The Vaughn Street Elementary School in Pacoma was chosen to house the demonstration site because it is located in an extremely poor neighborhood, its administration, teachers and parents are open to experimentation, and it has the potential to link up with a supportive network of social service agencies.

- * Expansion to a group of schools (1993-96). Family Care is facilitating the creation of a new unit for delivering health and human services to a group of elementary schools feeding the same middle schools and

high school. San Fernando High.

Implementing this delivery unit is generating learning, e.g. what governance structure, resource allocation, service design and size works to maintain solid relationships while benefiting from economies of scale. The configuration of this delivery unit is designed to ensure unbroken support for children who move from one school to another, but typically remain within the cluster.

- * Redesign of the system (1991-96) Drawing on experience from the demonstration site (and in the future, from the cluster as well), FamilyCare is working to transform both policy and the system. The Directors of FamilyCare are advocates for policy and administrative changes that link the resources of the County, State and school district. FamilyCare is working for policy changes that:
 - * Focus on problem prevention (and enable agencies to be reimbursed for prevention)
 - * Transform schools to places where children and their families can create dynamic hubs of the community and can gain access to health and social services
 - * Encourage culturally sensitive services that answer the needs of families living in the neighborhood
 - * Build a strong role for parents in decision making and the operation of local programs
 - * Make use of the funds flexible to enable local priorities to drive the budget

Funding for 1993-96 will enable FamilyCare to:

- * Move the Vaughn Family Center from its demonstration, start-up mode to independent operations, while strengthening its ties to the school
- * Facilitate expansion to a group of schools surrounding Vaughn Elementary
- * Determine the role of FamilyCare as a continuing catalyst in effort to adapt and expand the prototype to multiple schools
- * Support integration of the child and family servicing systems at the policy and administrative level by facilitating collaboration between the County and

school district at the community level.

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GOALS 2000: EDUCATE AMERICA ACT
SUPPORTING SYSTEMIC EDUCATION REFORM NATIONWIDE
April 7, 1994

OVERVIEW

- o Goals 2000 provides resources to states and communities to develop and implement comprehensive education reforms aimed at helping all students reach challenging academic and occupational skill standards.

LEGISLATIVE UPDATE

- o On March 23, the House of Representatives approved the final Goals 2000 bill with a bipartisan vote of 306-121. On March 26, the Senate approved Goals 2000 with a 63-22 vote.
- o The President signed the bill into law March 31, 1994.

TIMETABLE AND FUNDING

- o Congress has appropriated \$105 million for Goals 2000 for fiscal year 1994. First-year funds will be available to the states on July 1, 1994. The President has asked for \$700 million in his 1995 budget proposal to be administered by the Department of Education and \$12 million for the Department of Labor to support the National Skill Standards Board.
- o For first-year funding, state educational agencies (SEAs) will be asked to submit an application that will describe the process by which the state will develop a school improvement plan and how the SEA will use the funds received, including how the SEA will make subgrants to local educational agencies (LEAs) and awards for education preservice programs and professional development.
- o In year one, SEAs will use at least 60 percent of the allotted funds to award subgrants to LEAs for the development or implementation of local improvement plans, and to make awards for education preservice programs and professional development activities.
- o In succeeding years, at least 90 percent of each state's funds are to be used to make subgrants for the implementation of the state and local improvement plans and to support educator preservice and professional development.
- o In year one, LEAs will use at least 75 percent of the funds they receive to support individual school improvement initiatives. After year one, LEAs will pass through at least 85 percent of the funds to schools.

COMPONENTS OF THE "GOALS 2000: EDUCATE AMERICA ACT"

National Education Goals

- o Codifies in law the original six National Education Goals -- concerning school readiness, school completion, student academic achievement, leadership in math and science, adult literacy, and safe and drug-free schools -- and adds two new goals encouraging parental participation and professional development of teachers.

National Education Reform Leadership, Standards, and Assessments

- o Establishes in law the National Education Goals Panel which will: build public support for the goals; report on the nation's progress toward meeting the goals; and review the voluntarily-submitted national content, student performance, and opportunity-to-learn standards, and the criteria for certification of these standards developed by the National Education Standards and Improvement Council (NESIC).
- o Creates NESIC to examine and certify voluntary national and state content, student performance, and opportunity-to-learn standards, and assessment systems submitted by states and content groups on a voluntary basis.
- o Authorizes grants to support the development of voluntary model opportunity-to-learn standards as well as assessment systems aligned to state content standards.

State and Local Education Systemic Improvement

Title III is a state grant program to support, accelerate, and sustain state and local improvement efforts aimed at helping all students reach challenging academic standards.

State Planning Panel

- o The Governor and the Chief State School Officer will each appoint half the members of a broad-based panel comprised of the chair of the state board of education and the chair of the appropriate authorizing committees of the state legislature, teachers, principals, administrators, parents, representatives of business, labor, and higher education, and members of the public.
- o States that already have a broad-based panel in place that has made substantial progress in developing a plan may request that the Secretary of Education recognize the existing panel.

Comprehensive Improvement Plan

- o The State Planning Panel is responsible for developing a comprehensive reform plan.
- o States with reform plans already in place that meet the Act's requirements will not have to develop new plans for Goals 2000. The Secretary may approve plans, or portions of plans, already adopted by the state.
- o In order to receive Goals 2000 funds after the first year, a state has to have an approved plan or have made substantial progress in developing it.
- o A peer review process will be used to review the state plans and offer guidance to the State Planning Panel. The Department of Education also will offer other technical assistance and support.

In general, the plans are to address:

- o Strategies for the development or adoption of content standards, student performance standards, student assessments, and plans for teacher training.
- o Strategies for providing all students an opportunity to learn at higher academic levels.
- o Strategies for improved management and governance, and for promoting accountability for results, flexibility, site-based management, and other principles of high-performance management.
- o Strategies to involve parents and the community in helping all students meet the challenging state standards and for promoting grass roots, bottom-up involvement in reform.
- o Strategies for ensuring that all local educational agencies and schools in the state are involved in developing and implementing needed improvements.
- o Strategies for assisting local educational agencies and schools to meet the needs of school-aged students who have dropped out of school.

Funds also will be available to states to support the development of a state technology plan, which will be coordinated with the overall reform plan. This plan is to describe how states will use technology to support systemic reform and the achievement of high standards.

Local Planning Process

- o LEAs may use Goals 2000 funds to develop or implement a local improvement plan. As is true for the state, LEAs will be asked to develop broad consensus regarding the improvement plan.
- o LEAs will encourage and assist schools in developing and implementing reforms that best meet their particular needs. The local plan would include strategies for ensuring that all students meet the academic standards developed by the states.

National Skill Standards Board

- o This title creates a National Skill Standards Board to serve as a catalyst in stimulating the development and adoption of a voluntary national system of occupational skill standards and certification that will serve as a cornerstone of the national strategy to enhance workforce skills. The Board will be responsible for identifying broad clusters of major occupations in the U.S. and facilitating the establishment of voluntary partnerships to develop skill standards for each cluster. The Board will endorse those skill standards submitted by the partnerships that meet certain statutorily prescribed criteria.

WAIVERS

- o State educational agencies (SEAs) may apply to the Secretary of Education for waivers of certain programmatic requirements of Department of Education programs that impede the implementation of the state or local implementation plans. SEAs may also submit waiver requests on behalf of LEAs and schools.
- o The Secretary may select up to six states for participation in an education flexibility demonstration program, which allows the Secretary to delegate his waiver authority to SEAs.
- o The Act specifies certain statutory and regulatory programmatic requirements that may not be waived, including civil rights laws.

THE RELATIONSHIP OF GOALS 2000 TO OTHER FEDERAL EDUCATION PROGRAMS

- o State participation in all aspects of Goals 2000 is voluntary, and is not a precondition for participation in other Federal programs.

- o Goals 2000 is the first step toward making the Federal government a supportive partner in state and local systemic reforms aimed at helping all children reach higher standards.
- o Other new and existing education and training programs will fit within the Goals 2000 framework of challenging academic and occupational standards, systemic reform, and flexibility at the state and local levels. The aim is to promote greater coherence among Federal programs and between Federal programs and state and local education reforms.
- o For example, the pending School-to-Work Opportunities Act will support state and local efforts to build a school-to-work transition system that will help youth acquire the knowledge, skills, abilities, and labor-market information they need to make a smooth transition from school to career-oriented work and to further education and training. Students in these programs will be expected to meet the same academic standards states establish under Goals 2000 and will earn portable, industry-recognized skill certificates that are benchmarked to high-quality standards such as the skill standards that will be established under Goals 2000.
- o Similarly, the Administration's proposed reauthorization of the Elementary and Secondary Education Act of 1965 (ESEA) allows states that have developed standards and assessments under Goals 2000 to use them for the ESEA, thereby providing a single set of standards and assessments for states to use for their reform needs and to meet Federal requirements.
- o In the future, the Administration's proposals for the reauthorization of education programs also will fit within the same framework of challenging standards and comprehensive reform.

revised 4/7/94



Washington, D.C. 20530

**Pulling America's Communities Together
Project PACT**

Mission Statement

Project PACT is a federal initiative designed to empower communities to reduce crime and violence. Through Project PACT, the federal government will vigorously foster and support the development of broad-based, fully-coordinated local and statewide initiatives that work strategically to secure community safety. Two key principles animate this Project. First, local communities, not the federal government, will play the lead role in crafting solutions to address local problems. Second, government actors at all levels must establish truly coordinated and multi-disciplinary approaches.

The federal government's role in PACT is a supportive one. First, it will seek to assist communities as they build coalitions to develop violence-reduction strategies. In addition, the federal government will bring to bear the full range of its information about programs that offer hope for success as local communities build their comprehensive anti-violence plans. This Project contemplates the development of an Automated Resource System that will link federal government departments, and serve as a repository for all federal programs related to violence reduction. The data base will be available to all jurisdictions, and will include specific information about model programs and their evaluations. Thus, this system will make a broad range of meaningful program information more readily available around the country.

The federal departments involved in PACT will work to coordinate the delivery of existing federal program assistance to America's communities. As a result of this Project, communities should be more well-informed about currently available federal funding programs, as well as new programs that pending crime legislation may create. In addition, information that flows to the federal government from state and local jurisdictions through partnerships created from PACT will have a positive impact on federal program development across the board. It is important to note, however, that given its supporting role, technical assistance, not program funding, will be the primary vehicle through which the federal government will contribute to this effort.

If we work together, think comprehensively, plan strategically, and coordinate our efforts (both public and private), America can begin to halt the violence that has created countless tragedies, fear, and hopelessness in communities from coast to coast. Project PACT offers a mechanism for setting us firmly, resolutely, and jointly on that path.



Washington, D.C. 20530

INTERDEPARTMENTAL VIOLENCE INITIATIVE

Pulling America's Communities Together

PROJECT PACT

Project PACT is a federal initiative designed to empower communities to fight crime. The project initially will focus on four areas: Metropolitan Denver, the State of Nebraska, Metropolitan Atlanta, and Washington, D.C. In these four areas, the federal government will vigorously support and foster the development of broad-based, fully-coordinated local and statewide anti-violence initiatives that work strategically to secure community safety. The strategy will remove barriers between all levels of government, and ensure that all federal agencies join together to form strong partnerships with cities, counties and states. This strategy will work with the President's Empowerment Initiative both to suppress violence and restore the sense of community necessary to effectively recapture the security of our neighborhoods.

The Departments of Education, Health and Human Services, Housing and Urban Development, Justice, and Labor, and the Office of National Drug Control Policy launched Project PACT as a component of the Interdepartmental Task Force on Violence that is led by Phil Heymann, Deputy Attorney General; Peter Edelman, Counselor to the Secretary of Health and Human Services; and Madeleine Kunin, Deputy Secretary of Education. The task force's other working groups have studied violence issues in the context of youth development, schools, juvenile justice, families, community, place, sexual assault, media violence and firearms proliferation.

I. BACKGROUND

There is perhaps no more urgent domestic problem facing our country than violence. Communities throughout the country are desperately attempting to deal with this issue. These attempts range from enactment of legislation geared toward tougher sentencing of juvenile and adult offenders to local and state efforts to build long-term crime-reduction strategies.

Pleas for federal aid often accompany these state and local efforts, and in many instances various federal departments are already providing aid. However, in too many cases, the assistance is delivered in an uncoordinated fashion, without the benefit of an overall strategy

developed and implemented by local communities working with relevant federal departments. The fragmented and sometimes inefficiently-delivered federal aid frequently overlaps existing efforts and fails to enhance the community-based attempts.

The only way to make progress against America's epidemic of violence is to marshal the coordinated efforts of communities, the private sector, and federal, state, and local governments. Together, we must effectively define the issues and problems that must be addressed to reduce violence. We must also deliver, in a more focused way, the full range of resources needed to tackle those problems. Only through effective partnerships will we be able to realize these goals. Project PACT seeks to catalyze the development of such partnerships.

Two key principles animate this initiative. First, communities will play the lead role in fostering violence prevention partnerships. We must abandon the unworkable notion that the federal government, in piecemeal fashion, can effectively devise and implement "solutions" to the problems of state and local communities. From problem definition to solution implementation, communities must drive the process. Only through such an approach will we reduce violence in our communities.

Second, participants at all levels must establish truly coordinated and multi-disciplinary approaches. In this area, the federal government must be a model and move to construct interdepartmental approaches and coalitions to assist local communities in their efforts. Project PACT is a model for the kind of broad federal interagency cooperation needed in the struggle to reduce violence. State and local jurisdictions must also create these multi-disciplinary approaches and coalitions. In short, we must move beyond narrow concentrations to form partnerships that empower and involve all sectors of society in a coordinated effort to build safe and violence-free communities. Violence results from a multitude of complex factors; only broad, holistic, and multi-disciplinary solutions hold real promise.

II. OVERVIEW OF PROJECT PACT

The working group involved in Project PACT has sought to begin the process of building the federal, state, and local partnerships necessary to reduce violence. Work began in October 1993 when a group of primarily deputy-level representatives from the Departments of Education, Health & Human Services, Housing & Urban Development, Justice, and Labor, met with a broad cross-section of Denver area leaders to begin developing a comprehensive anti-violence strategy for metropolitan Denver. A similar meeting took place with leaders from Omaha and its surrounding area.

Recently, Project PACT has begun to focus upon the third site: Washington, D.C. Preliminary meetings already have occurred with Eric Holder, the U.S. Attorney, and other District of Columbia representatives. Organizing work for the Atlanta site will begin shortly.

A jurisdiction, either a city, a broader metropolitan area, or an entire state, could participate in the Project in a variety of ways. Under the model outlined below, the Project operates in three phases, but jurisdictions would have the flexibility to design their own models.

Phase One: Local Initiative. Phase one is triggered when the people of a jurisdiction come together through their leaders to recapture neighborhoods lost to violence. Ideally, the United States Attorney for the district within which the jurisdiction is located would serve as a focal point for the federal government in coordinating this initial effort. In this first phase of the Project, governors, appropriate local leaders, and U.S. Attorneys bring together law enforcement officials, representatives of the justice systems, educational leaders, social service, housing and health providers, representatives of community, religious and victims' groups, and businesses and foundations. Local colleges and universities should also be tapped for their expertise. Working together, these representatives examine violence from all relevant perspectives and identify those aspects that are most pressing in their jurisdiction. Federal officials from participating departments assist local leaders to coordinate this effort. The development of short-term strategies to support immediate violence suppression could be a focus of the work at this stage, and the Department of Justice is crafting an initiative that should be helpful.

Through its Criminal Division, the Department of Justice is developing a national violent crime strategy that can work in conjunction with Project PACT. An integrated force of federal investigators from the Federal Bureau of Investigation, the Drug Enforcement Agency, the U.S. Marshals Service, and Immigration and Naturalization Service will work with local authorities to develop anti-violence strategies. This multi-jurisdictional, multi-disciplinary approach will target crimes of violence, criminal gangs, narcotics trafficking, and fugitive apprehension. Federal law enforcement agencies outside the Department of Justice will also be involved, including the Bureau of Alcohol, Tobacco and Firearms and the U.S. Customs Service.

As it helps to shape local strategies, the Justice Department will design a specific role for federal law enforcement to fill. In designing that federal role, the Department will seek to optimize the advantages of various federal law enforcement and prosecutorial tools.

Phase Two: Local/Federal Working Groups. In the second phase, local leaders, under the auspices of a state's governor (and/or a city's mayor), a local prosecutor, and a U.S. Attorney, join with a multi-agency federal delegation to form working groups. These groups continue to examine the jurisdiction's violence problem, define priorities, and explore solutions. In addition, the working groups would define intermediate and long-term community strategies to reduce violence.

Working group membership could include representatives from law enforcement, schools, local, state and federal (regional) governments, victims groups, social service agencies, Chambers of Commerce and business groups, housing authorities, criminal and juvenile courts, probation and corrections, preschool programs, private and public health organizations, and community-based citizen groups. The working groups should be organized in a manner that

ensures the development of broad-based, comprehensive strategies, but the local jurisdiction should determine both the precise number of groups and focus of the groups. The groups could be structured around the following six focus areas: (1) Law Enforcement; (2) Prosecution, Courts, Corrections, Indigent Defense; (3) Education, Training; (4) Social Services/Treatment, Housing, Health/Prevention; (5) Community Partnerships and Victims Groups; and (6) Business, Foundations, Employment.

Cooperation between federal, state, and local officials at the working group stage of the Project is important for a number of reasons. Throughout the country, there are scores of existing government programs and private initiatives operating successfully at all levels of government. However, communities in crisis have difficulty obtaining useful information about efforts that could assistance them. As a result, many viable and outstanding programs are not being fully utilized. To solve this problem, the interdepartmental federal team assigned to the jurisdiction will work with local government and private leaders to identify helpful programs. In addition, the federal team will be prepared to offer a range of technical assistance that can produce useful program information and assist the jurisdiction's representatives as they develop short and long-term violence-reduction strategies.

As the working groups begin to craft strategies and adopt program recommendations, they will forward their work to a smaller steering group (comprised of working group representatives and federal officials). The steering group will refine the issues and the possible solutions identified by the larger groups. Among the steering group's key responsibilities will be weaving the various subject-area-focused strategies advanced by the working groups into an overall strategy for the jurisdiction. The steering group will also coordinate and prevent overlap in the work-product of the working groups. Because Project PACT requires ongoing work, jurisdictions should consider conferring formal "commission" or "board" status upon the steering groups.

As a part of its strategy development effort, the steering group will identify funding that is available from federal, state, local, and private sources, particularly foundations. The steering group, like the working groups, will have access to federally-funded technical assistance while designing its comprehensive violence reduction strategy. Federal representatives in the steering group will work together to ensure that their local partners are fully aware of federal funding mechanisms. The steering group should also encourage local and state-wide efforts to fund the overall program.

Phase Three: Implementation. The Project's third phase depends upon the sustained participation, commitment, and cooperation of all involved parties. Technical assistance must be available from federal agencies to help jurisdictions implement their strategies. In addition, an interdepartmental facilitation group in Washington will work to eliminate obstacles to implementation of broad-based comprehensive strategies, perhaps by promoting the use of waivers, joint applications, and regulatory changes.

Each jurisdiction's working groups and steering group will remain intact throughout the implementation stage. Representatives in the headquarters of each federal department will maintain working relationships with the jurisdiction. These representatives also should be available to respond to the jurisdiction on program and resource questions, as well as general informational requests. They should visit their jurisdictions regularly to maintain positive on-going working relationships.

This three-phased model is not the only way to participate in the Project. For example, a jurisdiction working comprehensively to reduce violence could seek to involve representatives from the federal departments in already existing local working groups. Or, a jurisdiction could pursue federal involvement in developing a specific component of its strategy, but not the entire effort. If Project PACT is to succeed, it must be flexible enough to adapt to the varied forms of participation that jurisdictions may seek to undertake.

Evaluation. Communities must have a sense of whether their strategy development efforts have produced effective solutions. Thus, throughout the process, jurisdictions should build in mechanisms to evaluate the overall strategic effort, as well as the individual components that comprise the jurisdiction's comprehensive strategy. The resources of academic institutions may be helpful in this regard.

Benefits. First, improved policy-making will result from the development of locally-driven, comprehensive anti-violence strategies. Second, Project PACT may lead to a better process for delivering federal aid to communities. The Project will identify expedited means for funding projects and providing technical assistance. If existing federal program resources match the jurisdiction's strategy, they will be made available; if appropriate programs do not exist, they will be developed when appropriate.

Third, the Project PACT will help build integrated information systems.

- Localities will enjoy improved access to the federal government's crime data and receive useful information about crime trends; federal technical assistance will aid localities in developing more sophisticated technical capacities.
- Federal officials will share vital information about the kinds of programs and strategies that have been effective, or ineffective, in other jurisdictions.
- The information that flows from the jurisdiction back to the federal team will have a positive impact on federal program development across the board.
- Finally, the Project includes a mechanism for delivering information assembled by the other working groups of the Interdepartmental Task Force on Violence to those who will put it to best use: the local communities seeking to build comprehensive anti-violence strategies.

We have already seen how Project PACT could forge key information linkages for communities in search of solutions. For example, communities already involved in the Project have recognized that home visitation programs for at-risk infants could play a powerful role as a component of a long-term violence reduction strategy. It happens that in its final report, the task force's family violence working group identified home visitation for pregnant and new mothers as "one of the most promising strategies for preventing child abuse," and went on to describe specific ongoing programs that are promising.

Project PACT will also build upon and rely upon ongoing programs, which themselves can provide useful information in this process. For instance, Operation Weed and Seed, and its experience in neighborhood implementation, can help guide local strategy development. Jurisdictions involved in the Project could utilize Weed and Seed strategies to resuscitate at-risk neighborhoods. Where Weed and Seed is already at work, the Project will seek to augment the existing programs.

Project PACT will supplement, rather than supplant, the landmark Empowerment Initiative. In jurisdictions participating in the Empowerment Initiative, the Project will capitalize on efforts to expand comprehensive strategy development to the entire metropolitan and statewide area. In jurisdictions not selected as Empowerment Cities, Project PACT will attempt to bring some of the benefits (comprehensive strategy development and coordinated assistance delivery) that are at the core of the Empowerment Initiative.

Finally, the Project will create hope and momentum for change. Communities will flourish when concerned citizens, community leaders and elected officials come together to combat violence. Valuable in itself, restored community pride will also lead to further gains for the community.

Update on Project PACT in Denver and Nebraska. As the Project's operation in Denver and Nebraska enters its second phase, there have already been clear gains. For example, local law enforcement officials have recognized that their efforts suffer because they lack coordination among their various enforcement entities, including multi-jurisdictional task forces. These officials have also indicated that local law enforcement is hampered because intelligence about criminal gangs, drug crimes, and other organized criminal activity is not adequately shared. To address these concerns, the Department of Justice is shifting funding for the local task force efforts in Denver to focus upon local coordination issues. In addition, the Department has begun to work with local law enforcement to facilitate sharing information relating to violence and other criminal activity. The Department has also worked to modify federal grant requirements that effectively block jurisdictions' attempts to enforce laws that remove firearms from the possession of a community's youth.

The pending crime bill is expected to yield resources to bolster state and local short-term violence suppression efforts. The legislation will add 100,000 new community-oriented police officers to work with residents to root out crime from the communities they share. Project PACT provides a useful framework for providing jurisdictions with federal guidance in

extending their community policing efforts. The jurisdictions involved in the Project have each had positive experiences with community-oriented policing. They are enthused about opportunities to expand its operation. In addition, the legislation's "Ounce of Prevention" measure, seeks to prevent violent crime, long-term, through programs that support healthy child development.

With a major expansion of boot camps for young offenders and other measures for increasing prison capacity, the crime bill will help states and localities deal with overcrowded correctional systems. We believe that serious and violent offenders must remain in prison for their intended sentences, instead of enjoying the undeserved benefits of early release occasioned by an overcrowded penal system.

While the jurisdictions involved in the Project are in the very early stages of crafting intermediate and long-term violence reduction strategies, it is already clear that broad segments of the communities we have visited are interested in holistic, comprehensive approaches. Representatives have indicated they are interested in building a continuum of intervention and care to deal with violence. For example, they are concerned about teen pregnancies. They recognize that parents should be old enough, wise enough, and financially secure enough to care properly for their children.

They also want to work to ensure that every woman in their communities obtains adequate prenatal care. They believe home visitation for at-risk infants is critical to a long-term violence suppression effort. They place a high value in programs like Head Start that allow children to begin school ready to learn, and enhance their children's school experiences. They also support initiatives that encourage children to choose school attendance instead of truancy and all of its attendant pitfalls. Representatives from Denver and Nebraska are also interested in teaching children how to resolve conflicts without violence.

Leaders in Denver and Nebraska have also noted that neglected and abused children must receive our full attention and have a chance to enjoy safe and stable lives. They recognize the need for successful intervention programs in cases of domestic violence. These state and local leaders have expressed interest in efforts that bring together a community's concerned adult mentors and youth. They also understand the need to offer young people opportunities to participate in community-based activities that provide healthy alternatives to gangs and to create a sense of hope, aspiration and belonging.

As representatives from these jurisdictions begin to build anti-violence strategies, they hope to provide early identification and appropriate risk assessment for at-risk youth. For troubled and delinquent youth, they are discussing the design of programming with strong aftercare components. The representatives realize that the quality and duration of aftercare must be sufficient to secure the community's safety, as well as support the continued positive development of youthful offender. In short, as they begin work on the second phase of Project PACT, the representatives from these jurisdictions recognize that success in reducing violence over the long-term demands appropriate and effective intervention in the lives of youth at risk.

III. STRUCTURE OF THE PROJECT

The Department of Justice must undergo some structural changes to meet the demands the Project creates. For instance, for the Department of Justice to have a contact in a significant number of jurisdictions the Office of Justice Programs (OJP), must be expanded. An increase in the total number of employees presently assigned to OJP and its related Bureaus (the Office of Victims of Crime (OVC), Bureau of Justice Assistance (BJA), Bureau of Justice Statistics (BJS), Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the National Institute of Justice (NIJ)) is not necessary. Rather, a number of employees could be reassigned from each Bureau to OJP. These individuals would then be cross-trained in the capabilities and programs of each of the five Bureaus, as well as emerging programs such as the Weed and Seed effort and the Empowerment Initiative. As a result, a highly-knowledgeable cadre of OJP employees would be available to respond to the needs and inquiries of a target jurisdiction. We anticipate that each of these individuals could be assigned between three and five jurisdictions. If the Project expands beyond fifteen to twenty jurisdictions, or if the reassigned staff were to remain in OJP for an extended period, additional employees may need to be hired.

Other Departments, such as Housing and Urban Development (HUD), Labor, and Health and Human Services (HHS), have indicated that only slight changes in the structure of their Washington, D.C. offices are necessary for the Project. At least preliminarily, those organizations intend to rely upon their regional representatives to work with the jurisdictions involved in the Project. Make no mistake, however, for the Project to prevail, all federal departments must be equal partners bearing equal responsibility for each jurisdiction.

Attached is the proposed structure of the Project.

First, the composition and roles of the working groups and steering group have been described in this paper. The Department of Justice will be represented in the steering group by the Office of the U.S. Attorney; the Law Enforcement Coordinating Committee (LECC) representative assigned to the selected District; the Regional Community Relations Service (CRS) representative; and the individual from OJP assigned to the jurisdiction. The final member of this group will be a facilitator hired by the Department of Justice to aid a jurisdiction in pulling together and managing the Project.

As we noted in the Project Overview, federal officials will, throughout the Project, provide the jurisdiction with information concerning possible solutions and remedies for the identified needs. Most importantly, the federal representatives will be able to reach out to their Washington, D.C. offices for assistance in areas in which they are not fully versed. All department representatives will be in constant communication to ensure that no overlap is occurring and to funnel each request to the federal department with the most appropriate programs for addressing the identified concerns.

Generally, requests concerning the Department of Justice will go through the individual in OJP assigned to that jurisdiction. That individual, who is expected to participate actively in

the steering group, will then reach out to the resource best able to handle and respond to the jurisdiction's request. By employing such a system, duplication of effort will be reduced.

Finally, all federal departments will be linked by an Automated Resource System. The National Institute of Justice is currently creating a computerized, interdepartmental skills bank and technical assistance program to support the Project. This resource will be available to all federal departments. The data base, which will be available to all jurisdictions, will also be a repository of all federal programs related to violence reduction, including specific model programs, and their evaluations. Information assembled by the Task Force's working groups will be included in the data base, as will information that documents specific attempts in communities to craft comprehensive anti-violence strategies. This data base will greatly enhance coordination within the federal government. Information will be incorporated into the Automated Resource System in three stages, the first stage beginning as early as this spring.

Working together, America can begin to halt the violence that has created countless tragedies, fear, and hopelessness in communities from coast to coast. Collectively, we have the power to sweep the violence from our streets, our schools and our playgrounds to make our communities safe for all Americans. We have the power to inspire a generation of young people to choose paths other than those of violence. Project PACT offers a mechanism for setting us firmly, resolutely, and jointly on that path.

January 10, 1994

PROJECT PACT

Pulling America's Communities Together

Local Working Groups

Law Enforcement

Prosecution
Courts
Corrections
Indigent Defense

Education
Training

Social Services/Treatment
Housing
Health/Prevention
Recreation

Community Partnerships
Victims Groups

Business
Foundations
Employment

**STEERING
GROUP**
FACILITATOR
Local Working Group Reps
USA/LECC
Federal Regional Reps
CRS REP
OJP REP

Federal Agencies

Department of Education

Department of Health &
Human Services

Department of Justice

OJP

BJA
BJS
OVC
NIJ
OJJDP
EDWS

DAG

CRIM. DIV.

EOUSA

NIC

CRS

Law Enf. Agency

Department of Housing &
Urban Development

Department of Labor

Office of National
Drug Control Policy

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COMPONENTS OF THE "GOALS 2000: EDUCATE AMERICA ACT"

National Education Goals

- o Codifies in law the original six National Education Goals -- concerning school readiness, school completion, student academic achievement, leadership in math and science, adult literacy, and safe and drug-free schools -- and adds two new goals encouraging parental participation and professional development of teachers.

National Education Reform Leadership, Standards, and Assessments

- o Establishes in law the National Education Goals Panel which will: build public support for the goals; report on the nation's progress toward meeting the goals; and review the voluntarily-submitted national content, student performance, and opportunity-to-learn standards, and the criteria for certification of these standards developed by the National Education Standards and Improvement Council (NESIC).
- o Creates NESIC to examine and certify voluntary national and state content, student performance, and opportunity-to-learn standards, and assessment systems submitted by states and content groups on a voluntary basis.
- o Authorizes grants to support the development of voluntary model opportunity-to-learn standards as well as assessment systems aligned to state content standards.

State and Local Education Systemic Improvement

Title III is a state grant program to support, accelerate, and sustain state and local improvement efforts aimed at helping all students reach challenging academic standards.

State Planning Panel

- o The Governor and the Chief State School Officer will each appoint half the members of a broad-based panel comprised of the chair of the state board of education and the chair of the appropriate authorizing committees of the state legislature, teachers, principals, administrators, parents, representatives of business, labor, and higher education, and members of the public.
- o States that already have a broad-based panel in place that has made substantial progress in developing a plan may request that the Secretary of Education recognize the existing panel.

Comprehensive Improvement Plan

- o The State Planning Panel is responsible for developing a comprehensive reform plan.
- o States with reform plans already in place that meet the Act's requirements will not have to develop new plans for Goals 2000. The Secretary may approve plans, or portions of plans, already adopted by the state.
- o In order to receive Goals 2000 funds after the first year, a state has to have an approved plan or have made substantial progress in developing it.
- o A peer review process will be used to review the state plans and offer guidance to the State Planning Panel. The Department of Education also will offer other technical assistance and support.

In general, the plans are to address:

- o Strategies for the development or adoption of content standards, student performance standards, student assessments, and plans for teacher training.
- o Strategies for providing all students an opportunity to learn at higher academic levels.
- o Strategies for improved management and governance, and for promoting accountability for results, flexibility, site-based management, and other principles of high-performance management.
- o Strategies to involve parents and the community in helping all students meet the challenging state standards and for promoting grass roots, bottom-up involvement in reform.
- o Strategies for ensuring that all local educational agencies and schools in the state are involved in developing and implementing needed improvements.
- o Strategies for assisting local educational agencies and schools to meet the needs of school-aged students who have dropped out of school.

Funds also will be available to states to support the development of a state technology plan, which will be coordinated with the overall reform plan. This plan is to describe how states will use technology to support systemic reform and the achievement of high standards.

Local Planning Process

- o LEAs may use Goals 2000 funds to develop or implement a local improvement plan. As is true for the state, LEAs will be asked to develop broad consensus regarding the improvement plan.
- o LEAs will encourage and assist schools in developing and implementing reforms that best meet their particular needs. The local plan would include strategies for ensuring that all students meet the academic standards developed by the states.

National Skill Standards Board

- o This title creates a National Skill Standards Board to serve as a catalyst in stimulating the development and adoption of a voluntary national system of occupational skill standards and certification that will serve as a cornerstone of the national strategy to enhance workforce skills. The Board will be responsible for identifying broad clusters of major occupations in the U.S. and facilitating the establishment of voluntary partnerships to develop skill standards for each cluster. The Board will endorse those skill standards submitted by the partnerships that meet certain statutorily prescribed criteria.

WAIVERS

- o State educational agencies (SEAs) may apply to the Secretary of Education for waivers of certain programmatic requirements of Department of Education programs that impede the implementation of the state or local implementation plans. SEAs may also submit waiver requests on behalf of LEAs and schools.
- o The Secretary may select up to six states for participation in an education flexibility demonstration program, which allows the Secretary to delegate his waiver authority to SEAs.
- o The Act specifies certain statutory and regulatory programmatic requirements that may not be waived, including civil rights laws.

THE RELATIONSHIP OF GOALS 2000 TO OTHER FEDERAL EDUCATION PROGRAMS

- o State participation in all aspects of Goals 2000 is voluntary, and is not a precondition for participation in other Federal programs.

- o Goals 2000 is the first step toward making the Federal government a supportive partner in state and local systemic reforms aimed at helping all children reach higher standards.
- o Other new and existing education and training programs will fit within the Goals 2000 framework of challenging academic and occupational standards, systemic reform, and flexibility at the state and local levels. The aim is to promote greater coherence among Federal programs and between Federal programs and state and local education reforms.
- o For example, the pending School-to-Work Opportunities Act will support state and local efforts to build a school-to-work transition system that will help youth acquire the knowledge, skills, abilities, and labor-market information they need to make a smooth transition from school to career-oriented work and to further education and training. Students in these programs will be expected to meet the same academic standards states establish under Goals 2000 and will earn portable, industry-recognized skill certificates that are benchmarked to high-quality standards such as the skill standards that will be established under Goals 2000.
- o Similarly, the Administration's proposed reauthorization of the Elementary and Secondary Education Act of 1965 (ESEA) allows states that have developed standards and assessments under Goals 2000 to use them for the ESEA, thereby providing a single set of standards and assessments for states to use for their reform needs and to meet Federal requirements.
- o In the future, the Administration's proposals for the reauthorization of education programs also will fit within the same framework of challenging standards and comprehensive reform.

revised 4/7/94

**The United States Department of Education
The United States Department of Labor**

**SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993
LEGISLATIVE FACT SHEET**

The School-to-Work Opportunities Act, jointly administered by the Departments of Education and Labor, will bring together partnerships of employers, educators and others to build a high quality School-to-Work system that prepares young people for careers in high-skill, high-wage jobs.

Key Strategies for Building School-To-Work Systems:

- The legislation allows for flexibility so that programs can address local needs and respond to changes in the local economy and labor market. While the legislation requires core components and goals, it does not dictate a single method for fulfilling those requirements. Multiple sources of support -- federal grants to states, waivers, direct grants to local partnerships, and high poverty area grants -- will allow all states to build School-to-Work systems within the first few years.
- States and localities can build School-to-Work systems upon existing successful programs -- such as youth apprenticeship, tech-prep education, cooperative education, career academies, and school-to-apprenticeship programs.
- The legislation will promote the coordination of state, local and other federal resources. When the School-to-Work funds end, the programs will be supported by other resources.
- The active and continued involvement of local business, education, union, and community leaders is critical to the success of School-to-Work programs.
- The legislation will:
 - ▶ establish required components and goals of every School-to-Work program in the nation;
 - ▶ provide development grants for all states to plan and create comprehensive, statewide School-to-Work systems;
 - ▶ provide five-year, implementation grants to states that have completed the development process and are ready to begin operation of School-to-Work systems;
 - ▶ provide waivers of certain statutory and regulatory program requirements to allow other federal funds to be coordinated with comprehensive School-to-Work programs;
 - ▶ provide direct implementation grants to localities that are ready to implement School-to-Work systems, but are in states that have not yet received implementation grants; and
 - ▶ provide direct grants to high poverty areas to address the unique challenges of implementing School-to-Work systems in impoverished areas.

Basic Program Components

- Every School-to-Work program must include:
 - ▶ Work-based learning that provides: a planned program of job training or experiences, paid work experience, workplace mentoring, and instruction in general workplace competencies and in a broad variety of elements of an industry.
 - ▶ School-based learning that provides: career exploration and counseling, instruction in a career major (selected no later than the 11th grade); a program of study that is based on high academic and skill standards as proposed in the Administration's "Goals 2000: Educate America Act," and typically involves, at least one year of postsecondary education; and periodic evaluations to identify students' academic strengths and weaknesses.
 - ▶ Connecting activities that coordinate: involvement of employers, schools and students; matching students and work-based learning opportunities; and training teachers, mentors and counselors.
- Successful completion of a School-to-Work program will lead to a high school diploma; a certificate or diploma from a postsecondary institution, if appropriate; and an occupational skill certificate. The skill certificate will be a portable, industry-recognized credential that certifies competency and mastery of specific occupational skills.

State and Local Governance

- The Governor, the chief state school officer, and state agency officials responsible for job training and employment, economic development, postsecondary education, and other appropriate officials will collaborate in the planning and development of the state School-to-Work system.
- Partnerships that consist of employers, secondary and postsecondary educational institutions, labor organizations, and other local community and business leaders are responsible for designing and administering the local School-to-Work programs.

Federal Grants to States and Localities

- State and local applications for direct federal grants will be submitted to a peer review team composed of federal staff and outside experts in education and training. State applications for implementation grants must include a plan for a comprehensive statewide system which shows how a state will meet the basic program elements and required outcomes. In addition, states must show how the programs will ensure the opportunity to participate is given to economically disadvantaged students, low achieving students, students with disabilities and dropouts.
- Localities will apply for subgrants administered by the states. The state process for distribution of subgrants will be reviewed and approved by the federal government.

**United States Department of Education
United States Department of Labor**

WHY SCHOOL-TO-WORK?

School-to-work programs assist students in making the transition from school to a good first job on a high skill, high wage career track. Combining learning at the worksite with learning in school, school-to-work programs establish a partnership between schools and employers and prepare students for either a high quality job requiring technical skills or further education and training.

Promising school-to-work programs integrate work-based learning and school-based learning, academic and occupational learning and they link secondary and post-secondary education. Hands-on learning and the integration of school and work curricula help students see the connection between what they learn today and how well they will do in jobs tomorrow. The strength of school-to-work is the diversity of approaches in meeting local needs. Successful programs often share three basic program elements:

Work-based learning, which includes paid work experience, structured training and mentoring at the worksite.

School-based learning, based on career majors, which is a program of instruction designed to meet high academic and occupational skill standards.

Connecting activities, which assist employers, schools and students connect the worlds of school and work. This is the "glue" that helps the local partners deliver quality programs.

WHY SCHOOL-TO-WORK?

Seventy-five percent of America's young people do not achieve a college degree. Many of these young people are not equipped with the basic academic and occupational skills needed in an increasingly complex labor market. The low-skill, high-paying manufacturing jobs that once provided decent employment for relatively unskilled Americans no longer exist. Therefore, many high school graduates do not find stable, career-track jobs for five to ten years after graduation.

In today's highly competitive global economy, business performance is determined in large part by the knowledge and skills of workers. The technological pressures make employers reluctant to take a chance on inexperienced high school graduates whose diplomas signal nothing about their skills, knowledge and ability to perform increasingly difficult work.

The lack of a comprehensive and effective school-to-work transition system has also had a significant economic impact on students. In the 1980's, the gap in earnings between high school graduates and college graduates doubled; for those without high school degrees, the gap grew even wider.

Not only has the lack of school-to-work assistance had a negative impact on the earnings potential of our young people, but it also has had tremendous costs to business and our economy as a whole. Because businesses lack more highly-skilled workers, their productivity suffers and, in turn, our economy as a whole suffers.

Partnerships for School-To-Work

No single approach to building school-to-work programs is appropriate for all communities. A successful school-to-work system will be built locally, not imposed top-down from Washington, D.C. Local partnerships of employers, schools, labor organizations, parents, students and community leaders together will design and implement the programs which fit their individual circumstances and unique needs.

A successful, national school-to-work system ought to build on the promising approaches being developed in many states and communities including youth apprenticeship, tech prep, career academies and cooperative education. Programs are more likely to succeed if there is ongoing community ownership of the program for bettering young American's career opportunities.

Successful school-to-work programs require the active involvement of business and community leaders, labor and educators. Employers, in partnership with labor, define the skill requirements for jobs, participate equally in the governance of the program, offer quality learning experiences for the students at the worksite, and provide jobs for students and graduates. Businesses share information with schools on the technologies, management processes, business practices and structure of work in today's organization. For school-to-work programs to be successful, all partners must work together to develop curricula that will prepare students to enter and succeed in technologically complex worksites.

**United States Department of Education
United States Department of Labor**

WORKING EXAMPLES OF SCHOOL-TO-WORK PROGRAMS

**Oakland Health and Bioscience Academy
Oakland, California**

The Oakland Health and Bioscience Academy offers 200 students a three-year program. These students are exposed to a range of health and bioscience careers. Built on the career-focused, school-within-a-school "career academy" model, the program nurtures their interest in these fields while preparing them for postsecondary education and for technical jobs in a hospital or lab. Field trips, guest speakers, paid summer internships during the junior and senior years and assistance with applications for jobs and colleges are part of the intensive training. The curriculum offers students additional science classes and hands-on instruction that is coordinated across disciplines.

The Academy is making structured, work-based learning central to what it offers students. Teachers are working with hospitals and the community college to make this effort a success. For instance, a local community college is beginning to set up a project with the Academy and other schools that would enable students to earn community college credit in anatomy and physiology through the Academy courses. In addition, the Academy is working with Kaiser Hospital to develop formal clinical apprenticeships. The Academy Partnership will continue to expand its apprenticeship program at Kaiser and at other training sites.

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**Wisconsin Youth Apprenticeship Initiative
State of Wisconsin**

Beginning in 1992, Wisconsin implemented a youth apprenticeship program in printing and graphics. In addition, the state has established skill standards for a second youth apprenticeship program in financial services. A mentor training program has been developed to assist employers in building their internal capacity for work-based youth education. Wisconsin also developed its first teacher work-based learning institute to assist in the process of professional development of teachers and administrators to participate in a system that integrates work-based and school-based learning.

Wisconsin has created the Office of School-To-Work Transition in the Department of Administration. The office is providing direction and day-to-day coordination of interagency activities needed to implement school-to-work transition programs, such as youth apprenticeship and tech-prep. During the 10th grade, students will complete a Gateway Assessment -- a measurement that will allow students to demonstrate mastery of basic academic skills across a variety of subjects. Afterwards, they may select from several pathways, including college preparation, Tech Prep and youth apprenticeship for the last two years of their secondary schooling.

The Wisconsin legislature recently passed a bill supporting systemic change in the establishment of career counseling resource centers for students.

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**Roosevelt Renaissance 2000
Portland, Oregon**

At Roosevelt High School, the curriculum, like that in many American high schools, was designed to prepare young people for a four-year liberal arts college education. However, 81 percent of Roosevelt's students weren't going to those colleges -- instead, they were going into the workforce. Employers began to make it clear that graduates were not prepared for work, so the Roosevelt staff launched a program called Roosevelt Renaissance (RR2000) to restructure the school and transform the curriculum.

Career pathway teams for RR began developing hands-on, project-oriented assignments in which students learn skills needed for a particular career -- skills that form the basis for assessing student competence in a career path. Teams also developed career planning and guidance.

RR2000 is also establishing a Certificate of Initial Mastery (CIM) and a Certificate of Advanced Mastery (CAM), as required by Oregon's Educational Act for the 21st Century. To earn the CIM and graduate, students must demonstrate mastery in reading, writing and math. They may then choose to pursue the CAM, which sets higher standards in both academic and career-specific skills. The CAM ensures that they have both the foundation skills for a career area and solid preparation for going to college.

Upon leaving Roosevelt High School, graduates are expected to go one of four ways: to community college, where they'll continue learning on their career path; to entry level positions leading to a career ladder; to training programs and youth apprenticeships; or to a four year college.

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Project ProTech
Boston, Massachusetts

Project ProTech is a partnership among the Boston Private Industry Council, Boston Public Schools and employers in the health care and financial services industries. ProTech is a four-year youth apprenticeship program that combines school and work-based classroom instruction, work rotation, mentorships and internships. Students are prepared for permanent placement with employers who offer tuition assistance benefits for additional postsecondary education.

Project ProTech begins in the 11th grade and culminates with a postsecondary Associate Degree. One of the most important features of Project ProTech is the structured work-based component. Participants receive work-based instruction and paid work experience. During the school year, participants work part-time after school and full-time during the summer. In addition, employers provide worksite mentors who counsel students about work, job opportunities, career paths and educational issues.

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Craftsmanship 2000
Tulsa, Oklahoma

In 1990, leaders of metalworking firms in Tulsa decided that they weren't getting enough well-prepared young workers. So they got together to try to answer a question: How could they take untrained 16-year-old youngsters and, by the age of 20, turn them into a master craftsmen?

Technical instructors from the area Vo-Tech High School and community college sat down with these business leaders to develop a profile of the kinds of students and entry-level employees they wanted to produce and this led to Craftsmanship 2000.

A four-year tech prep program in metalworking, Craftsmanship 2000 combines academic, technical and work-based training. Students do coursework at Tulsa Technology Center and at Tulsa Junior College. Students serve as apprentices in a metalworking firm, beginning in their first year. Upon completing the program, students receive a high school diploma, an associate degree in metalworking and certification for skilled employment in the metalworking industry.

Students must sign a four-year commitment and they must spend eight hours a day and 220 days a year learning -- considerably more than the six-hour days and 175-day years their peers spend in school. Craftsmanship 2000 has been so successful that similar partnerships for the aviation and health care industries are now being planned in Tulsa.

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**Marketing Education Co-op Program
Pennington, New Jersey**

In Hopewell Valley Central High School's Marketing Education Co-op Program, high school seniors gain valuable work experience in the retail/service industry. The program combines academic instruction with on-the-job training for seniors interested in entry-level positions in the field of marketing and merchandising of goods and services.

Numerous businesses in the Hopewell community including travel agencies, restaurants, hotels/motels and retail stores have established partnerships with the school by offering the program a wide range of work experience sites. These partnerships provide the program with greater opportunities for job training and for exposing students to a broader range of work-based learning than what is available with a traditional classroom program. Over the past three years, between 60-70 percent of the graduates elected to pursue higher education or enroll in some type of postsecondary training program. Many of the graduates who entered the workforce following graduation accepted job offers with their work experience employers.

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Comprehensive School Health Education Program within
the Health Security Act

- 0 New grant program, targeted at school-aged children K-12, to establish sequential, age-appropriate, state-wide comprehensive health education programs that would address locally relevant priorities in each state.
- 0 Funding requested at \$50 million annually (1995-2000). The Secretary may allocate up to \$13 million for LEA grants and up to \$5 million for national leadership activities such as research and demonstration, evaluation, training and technical assistance.
- 0 State planning grants would be for one year for up to \$500,000; the amount and duration of state implementation grants is not specified (we envision 3-5 years and approx. \$500,000 to \$1.5 mil.) SEAs receiving implementation grants would be required to make subgrants to high-need LEAs (the percentage of funds that would be passed through to LEAs would begin with 25% and rise to 75%).
- 0 Emphasis is on collaboration between state and local education and health agencies to develop a comprehensive school health education program, building state and local capacity to deliver health education, and training teachers in this area.
- 0 Comprehensive health education programs would include classroom teaching about health concerns such as alcohol, drugs, physical exercise, nutrition, HIV/AIDs, and unintended pregnancy, as well as supportive services such as peer counseling and activities to promote the involvement of families and the community.
- 0 The curriculum would be locally determined, but would be tied to local health risks.
- 0 The initiative is designed to leverage existing federally funded, categorical health education programs with the new comprehensive program through a newly created waiver authority. States and large LEAs would be encouraged to request waivers, where necessary, to enable them to fund comprehensive health education programs that include components that are covered by other federal programs such as Drug Free Schools and Community Act and HHS's HIV/AIDS prevention education.

School-Related Health Services Program
within the Health Security Act

- 0 Targets service delivery to adolescents and youth, ages 10-19 years in high need communities
- 0 New grant program to provide school-based, school-linked, or other community-based health services to adolescents and school age youth
- 0 Planning and implementation grants made to State health agencies that apply on behalf of local community partnerships or directly to local community partnerships. Local community partnerships include, at a minimum, a local health care provider, one or more local public schools and at least one community based organization that has a history of providing services to at-risk youth in the community.
- 0 Funding requested at \$100 million increasing to \$400 million over the first four years (1996-1999)
- 0 Services provided must be designed to meet the local health needs based on community needs assessment.
- 0 Core services consist of preventive health services (i.e., health screenings), management of simple illnesses and injuries, mental health and social services counselling, substance abuse counselling, care coordination and outreach, and referral and follow-up for more serious conditions. Other services may be provided based on local determination.
- 0 Providers of school health services funded under this program will be deemed "essential community providers" under health care reform. This will entitle them to reimbursement from area health plans.

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NATIONAL CENTER FOR CHILDREN IN POVERTY

Working to improve the lives of young children in poverty through field-based program analyses,
informed policy and program development, and information dissemination

News and Issues, Summer 1994 VOL. 4, NO. 2

Strengthening Families in Need— Models and Commitments

Judith E. Jones is director of the National Center for Children in Poverty and was a member of the Carnegie Corporation of New York's Task Force on Meeting the Needs of Young Children. She spoke about family-centered service programs at the Washington, DC, conference in April that launched the Task Force's comprehensive new report, Starting Points: Meeting the Needs of Our Youngest Children. This article is based on her presentation.

If our challenge is to assure that all young children receive a fair start in life, then our task is to further engage communities in developing services that meet the comprehensive needs of these very young children and their families. It is only at the community and neighborhood level that we can translate into practice our growing knowledge base about what infants and toddlers need for healthy development.

The good news is that scores of communities in all parts of the United States have pioneered models for families and young children that incorporate what we know works, and under what circumstances. These are programs that effectively meet the needs of young children and their families despite varying organizational and administrative auspices or the always scarce funding that undergirds service programs. These are the programs that recognize that families are not all alike, whether they are low-income or more financially secure, and that their histories and their cultural values differ as much as their current life circumstances.

Programming Principles

Several basic principles undergird the components of model programs that were identified in *Starting Points*:

- **Two-generational.** Meeting the needs of parents of these very young children is absolutely essential if they are to be able to deal with the demands of early parenthood. At the same time, parents should be helped to meet the health and developmental needs of their young children.
- **Comprehensive.** Effective programs recognize that wherever the point of entry into services takes place,

whether it is in the home, hospital, or community-based center, families will need to be provided with services directly, or through formalized linkages to other services, if their multiple needs are to be met.

- **Continuous.** Assessing a young child's needs, and those of their families, is an ongoing process. Likewise, needed services should be available continually—not just in times of crisis. Heightened attention must be paid to developing systems of care over the period of early family formation.
- **Developmental.** Successful programs understand the need to facilitate positive interaction between parent, child, and caregiver. Well-designed models focus on the content and quality of care as well as service availability.
- **Preventive.** An increasing number of model programs recognize that the primary prevention strategy for infants and toddlers is to strengthen the small child's immediate environment—the family and other significant adults, and the neighborhood.
- **Accessible.** To facilitate utilization of services, service sites are increasingly based in schools, community organizations, or community-based family support centers, which are widely accepted by the community, and can be kept open year-round and during nontraditional hours, including weekends.
- **Sensitive to culture and ethnicity.** To assure their relevance to the community they wish to serve, model programs recognize cultural values in their design and offerings. Staff reflect the ethnicity of the community, and the community takes part in planning the services.

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