

THE WHITE HOUSE
WASHINGTON

M E M O R A N D U M

To: Mack McLarty

From: Lyn Hogan
Senior Policy Analyst
Domestic Policy Council

Date: November 8, 1996

Re: Nation's Index of Well-Being

Carol Rasco asked me to respond to your 10/28 note to her regarding a news article stating that the nation's index of well-being is at the lowest in 25 years, particularly for youth. This is a startling article in that it brings to light the severity and complexity of the issues that face our youth daily. Most disturbing are the key areas mentioned in the index as growing worse--child welfare, drug abuse, and teen suicide.

There are two important points to be drawn from the article you passed onto Carol.

I. Clinton Administration Accomplishments

The Clinton Administration has made significant progress in many youth-related areas. Following are some highlights of Administration initiatives that are making a difference in the lives of our nation's youth.

- Under the Clinton Administration, the Department of Education has launched a number of initiatives that address youth issues through improved schooling for disadvantaged students, coordination of health and social services, and school-to-work opportunities to increase economic self-sufficiency.
- In 1995, the Department of Justice created the SafeFutures Program, a 5-year initiative which will provide approximately \$8 million per year to 6 jurisdictions for a comprehensive and coordinated delinquency prevention and intervention program for at-risk and delinquent youth.
- The Administration is implementing the Safe and Drug-Free Schools Act, passed in 1994, by supporting local school districts in high-need areas in their efforts to coordinate violence and drug prevention programs with comprehensive school health education programs.

- In his 1995 State of the Union Address, President Clinton challenged leaders across the U.S. to come together to address the serious problem of teen pregnancy. In response to this call for action, the new National Campaign to Prevent Teen Pregnancy was established as a private, not-for-profit entity.
- In January of this year, President Clinton appointed Dr. Henry Foster to serve as Senior Advisor to the Administration on teen pregnancy and related youth issues. Dr. Foster will work in partnership with community-based organizations across the US to give young people the tools they need to build responsible and productive lives.

II. New Areas For Youth Intervention

However, while the Administration is addressing some youth issues, problems affecting our youth are worsening, particularly in the areas of child abuse, teenage suicide, and drug abuse, as indicated by the Nation's Index. We cannot ignore these problem areas nor we can ignore their interrelationship.

Following are brief descriptions of the problems that need attention as well as our beginning efforts to address these problems.

• Child Welfare

There are over 1 million confirmed cases of child abuse or neglect each year, and close to 500,000 children in foster care or group home settings. These children are at greater risk than any group of ending up on welfare, in jail, on drugs, or unemployed, and of being abusers themselves.

The DPC is currently working to address the problems within the child welfare system. On Oct. 31, the DPC completed a series of seven small two hour discussion sessions that took place over four months. We talked with a total of 35 child welfare experts from around the country for a total 14 hours of discussion. In addition, we have visited innovative child welfare programs across the country. We are now beginning to work to propose steps for reform in the child welfare system.

Further, HHS was recently given the authority to grant 10 waivers from current child welfare laws. So far, HHS has approved two waivers, and expects to approve two more in the coming weeks.

Also, as you know, Mrs. Clinton and the President are very involved in breaking down barriers to adoption and have passed several initiatives to do so, including the adoption tax credit and the Mult-Ethnic Placement Act of 1994.

• Drug Abuse

There is a six-year trend among youth of greater tolerance of drugs, and a four-year trend of growing drug use by children and adolescents. Marijuana use among youth is up, reversing a long-term decline.

The Administration is beginning to aggressively address this issue. As you read above, the Administration is implementing the Safe and Drug-Free Schools Act, passed in 1994, and is also implementing the SAMHSA's Prevention Programs to support community-based coalitions to develop and maintain prevention strategies.

Further, Drug Czar General McCaffery has launched the 1996 National Drug Control Strategy and has made prevention of drug use among our youth priority number one.

While our current national drug policy is basically sound and features many successful programs, there is more work to do, making this a priority.

- **Teen Suicide**

Suicide is the third largest cause of death for those between the ages of 15 and 24, and the adolescent suicide rate has tripled since 1960. This is the only age group in which an increase has occurred over the last three decades. While there are approximately 10,000 reported teen suicides annually, it is estimated that the number of teen suicides is actually three to four times that number when unreported deaths and "suicide equivalents" are added. Lastly, there between 100,000 and 200,000 adolescent suicide attempts each year. Teen suicide is an enormously complicated problem.

The DPC is currently involved with the American Association of Suicidology working to address youth suicide by firearms. Further, HHS early in the Administration pledged to reduce the number of teen suicides. However, a comprehensive approach to teen suicide is needed.

I hope this memo provides you with useful information. If I can be of any further assistance, please do not hesitate to ask. I can be reached at 456-5567.

cc: Carol Rasco
Jeremy Ben-Ami
Elizabeth Drye

Duane Alexander
Margaret Dunke
Sherry ?

- ↑ comparability - defn's
- Hundreds of measures (Congress interested)
- Private efforts - Casey Foundation
CDF
Child Trends

Am. Health Foundation

- Develop set of indicators of child and family well-being
→ Future of country dependent as much on
child & family well-being as economy

- 15-25 bodies & child and family indicators

- Forum adopted project -

Criteria for indicators

- input
- solid data
- reliable
- national
- data collected annually

- FIRST RELEASE THIS SPRING -

Many organizations, state

Greatest hope - set drive policy debates

Greatest fear - perfect will be the end of the good
→

data accepted
by 13 states
of people

Laura Lerman
Chair
build national consensus
progress forward

valid, reliable — down the nation toward common understanding of problems.
— Openness — to bring national child aid families — ~~the~~ do
— Common — understandings of problems —
"children's budget."

— perfect will be the enemy of the good.

Criteria for Indicators

- Annually collected.
- Confidence in data.
- Disaggregate by race.
- # of children in foster care

Interactions

- play together
- tables that sort
- run to create composite indicators.

Violence —

foster care —

— Infrastructure —

Legislation or e.o. to establish infrastructure —

Laura — Matt —

Abbott Pharmaceuticals. —

Next week — know

PARTNERSHIPS FOR STRONGER FAMILIES

NATIONAL INDICATORS OF THE CONDITION OF CHILDREN

Discussion Guide -- December 4, 1996

Background

In the fall of 1994, the Chief Statistician at OMB collaborated with the leaders of six statistical and research agencies to found the Federal Interagency Forum on Child and Family Statistics. The Forum now has participants from a broader range of government agencies, including the Departments of Agriculture, Justice, and Housing and Urban Development. It also has partners in private research organizations.

The Forum fosters coordination, collaboration, and integration of the collection and reporting of Federal data on child and family issues. It meets two to three times per year. Between meetings, its agenda is carried out by working groups that focus on:

- ▶ developing priorities for enhanced data collection on children and youth;
- ▶ improving the reporting of childhood indicators to the policy community and the general public; and
- ▶ producing better data on children at the sub-national level.

At the first meeting of the Forum, Duane Alexander, Director of the National Institute for Child Health and Human Development (NICHD), proposed that the Forum produce an Annual Summary Report to the President on the status of children and youth and trends in their well-being. Although HHS is producing a comprehensive annual report on child well-being (entitled Trends in the Well-being of America's Children and Youth), the Forum saw the need for a more-focused summary report as well. At their May 1996 meeting, the Forum commissioned an Annual Summary Report and asked its Reporting Committee to begin to develop it. This report will focus on a limited number of indicators that can best capture the range of conditions facing American children and youth.

Purpose of the Report

The Annual Summary Report will:

- ▶ summarize, in an accessible format, the well-being of children and youth;
- ▶ monitor child and youth well-being over time; and
- ▶ stimulate improvements in the collection and reporting of data on children and youth

by Federal statistical agencies.

The set of indicators proposed will represent the best available data on enduring topics that the Forum member agencies—with input from the policy, advocacy and research communities—agree are of the highest importance. A separate set of indicators may appear occasionally, rather than annually. These indicators will feature special measures that the Forum wishes to highlight in a given year, as well as measures which are deemed important but for which there is not currently regular and continuous coverage in Federal surveys.

Preparation of the Report

The report will be prepared for the Forum under the direction of the Reporting Committee. The Reporting Committee will recommend the indicators and data sources to the Forum members, make decisions regarding the report content and style, provide data when necessary, and review the report. Review of the indicators will also be obtained by the policy, advocacy, and research communities to help inform the deliberations of the committee. The committee will coordinate the review process, and revise the indicators accordingly. Forum members will have input into the report at all stages of development through their representative on the committee and final approval of the indicators to be included will rest with the Forum members.

The format that the committee envisions for the report is a short, colorful summary with graphics and text, like that of the National Center for Health Statistics' Health United States: 1994 Chartbook. The report will be printed annually. The release strategy will focus on "telling the story" of each year's indicators, focusing on key trends of interest to the policy community and the general public. In addition to highlighting trends in the indicators, the release will also focus attention on areas of children's lives where better information is required.

The Selection of Indicators

The Reporting Committee will recommend to the Forum a list of indicators to represent the domains of children's lives as represented in the annual comprehensive report developed by HHS:

- ▶ Population and Family Characteristics;
- ▶ Economic Security;
- ▶ Health and Health Care;
- ▶ Behavior; and
- ▶ Education.

The committee will also recommend that the indicators be presented or identified in the report as belonging to one of the following categories:

- ▶ background indicators;
- ▶ indicators of the status of child well-being in each domain; and
- ▶ indicators of risk in each domain.

The committee will seek a balance in the report between status indicators and indicators of risk to achieve both comprehensiveness and impact. The committee will use the following guidelines in selecting the indicators:

- ▶ they must be easy to understand by broad audiences;
- ▶ they must be objective, and their importance must be based on research rather than public opinion;
- ▶ they must be balanced so that no single domain of children's lives would dominate the report;
- ▶ they must be available regularly so that they can be updated annually (or nearly) and show trends over time;
- ▶ they must be representative of large segments of the population, rather than one concentrated group; and
- ▶ there must be reliable estimates available for the indicator.

The "story" in many indicators is told by the trends among age groups, racial/ethnic groups, and by gender. The committee will recommend these breaks for each indicator according to expert opinion in each domain, but the suggested breaks are not presented in the attached list.

The committee will recommend approximately 30 regular indicators for the annual report. A tentative draft list is attached. In addition, a special feature section is proposed for important indicators for which data may only be available for one year, or for which there is significant interest in the policy or research communities.

Relationship to Partnerships for Stronger Families

The Domestic Policy Council's Partnerships for Stronger Families' Action Team on National Indicators and Accountability has been charged with developing a proposal for the President that suggests the production of an annual report on the condition of children. The Action Team is building on the work already conducted by the Forum on this effort. As part of the

Action Team's efforts, meetings have been held to obtain input from the policy, research, and advocacy communities about the most useful content and structure for an annual report on the condition of children and youth.

Future steps

Next month, the Forum will meet to approve the list of indicators to be produced in the first year's report. Following that meeting, staff of Forum agencies will develop a proposal to the President. This proposal will outline the process for creating the report in 1997 and following years, a process for developing the structure of the annual release event, a process for improving the report, and more generally, for improving data collection on children.

List of Indicators

	Indicator	Description	Source	Periodicity	Notes
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Economic Security

1	Child Poverty	% of children living in poverty, and under 50% and 150% of poverty line	March CPS	annual	Number of children in poverty will be discussed in text.
2	Food Security	% of families who report they have enough food	CSFII or CPS, USDA	irregular	USDA food sufficiency scale may be substituted in the future, pending review.
3	Housing Problems	Percent of households with children with physical problems, crowding, or cost burden over 30%	American Housing Survey, HUD	83, 89, 91, 93	
4	Secure Parental Labor Force Attachment	% of children with at least one resident parent employed full time, full year	March CPS	annual	Catagories to include 2 -parent with both parents working and 1 parent working, and 1 parent working full time, full year

Health and Health Care

5	Overall Health	% of children whose parents describe them as being in very good or excellent health	National Health Interview Survey, NCHS	annual	
6	Prenatal care	% of mothers receiving 1st trimester prenatal care	Vital Statistics, Natality	annual	
7	Infant Mortality	Deaths to infants <1 per 1,000 live births	Vital Statistics, Mortality	annual	neonatal and post-neonatal subgroups will appear in appendix
8	Low Birth Weight	% of newborns weighing less than 1500 grams and less than 2500 grams	Vital Statistics, Natality	annual	
9	Immunization	% of children who have received combined 4:3:1 or 3:3:1 series vaccinations, plus hemophilus influenza and hepatitis	National Health Interview Survey, NCHS	annual	
10	Limitations of Activities	% of children <5, and 5-17 who are limited in activities due to chronic health conditions	National Health Interview Survey, NCHS	annual	This will include two categories: all limitations and limitations in major activity.

11	Child Mortality	Death rate per 100,000 children ages 1-14	Vital Statistics, Mortality	annual	Age and cause of death categories will be specified by NCHS
12	Adolescent Mortality	Death rate per 100,000 children ages 15 - 19	Vital Statistics, Mortality	annual	By cause of death, including homicides, suicides, motor vehicle accidents, firearms and related fatalities, other deaths, total deaths
13	Teen Births	Birth rate per 1,000 females ages 10-14, 15-17	Vital Statistics, Natality	annual	
14	Health Insurance	% covered by health insurance	National Health Interview Survey, NCHS	annual	Will break by public/private insurance

Behavior and Social Environment

15	Regular Cigarette Smoking	% of 8th, 10th, and 12th graders who smoke daily	Monitoring the Future	annual	
16	Alcohol Use	% of teens who report drinking alcohol > 2 times in the last 30 days	Monitoring the Future	annual	
17	Substance Abuse	% of teens who have used a controlled substance in the last 30 days	Monitoring the Future	annual	
18	Crime Victims	% ages 12 - 19 who are victims of crime (violent and thefts)	Crime Victimization Survey, BJS	annual	

Education

19	Difficulty Speaking English	% of children with difficulty speaking English	CPS 79, 89, 92, 95	irregular	
20	Early Childhood Reading Exposure	% of children ages 3-5 who are read to daily by family member	National Household Education Survey, NCHS	1993, 1995, 1996, 1999?	
21	Early Childhood Education	% of children who attend early childhood education programs	CPS, augmented with National Household Education Survey when available	annual	CPS provides trend data, but NHES provides estimates on broader set of early childhood programs, many of which are indistinguishable from "educational" programs
22	Math and Reading Proficiency	Proficiency scores in math and reading for 9, 13, and 17 year-olds	National Assessment of Educational Progress, NCES	every 2 years	
23	High School Completion	% of 18 - 24 year olds who have completed high school	October CPS	annual	Graduates with a regular diploma and those with a GED will be presented separately .
24	Detached Youth	% of youth ages 16-19 not in school or labor force full or part time	March CPS	annual	

25	Higher Education	% of high school graduates aged 25-29 who've completed college	October CPS	annual	This includes two year colleges
Population and Family Characteristics					This section provides background and contextual information. These are not considered to be indicators of child well-being.
1	Number of Children	Number of children under age 18	Census Bureau's population estimates	annual	
2	Child Proportion of Population	% of total and dependent populations	Census Bureau's population estimates	annual	
3	Racial/ethnic composition	% of children by race/ethnicity	Census Bureau's population estimates	annual	
4	Family Structure	% of all children under 18, by family structure	March CPS	annual	Categories would include both parent, mother only, father only, and neither.

THE WHITE HOUSE
WASHINGTON

PARTNERSHIPS FOR STRONGER FAMILIES
A WORKING MEETING WITH LOCAL, STATE, AND FEDERAL LEADERS
Sponsored by the White House Domestic Policy Council
and
The Institute for Educational Leadership
December 3-4, 1996

AGENDA

December 3, 1996

9:00 am - 12 noon

repeats at

1:30 - 4:30 pm

Preconference Seminar on the Oregon Option *(optional)*

Sponsored by the Institute for Educational Leadership's Policy Exchange

Dirksen Senate Office Building, room 192

First and Constitution Avenues, NE

METRO: Union Station (Red Line)

5:30-7:00 pm

Reception for Conference Participants

Indian Treaty Room, Old Executive Office Building

Pennsylvania Avenue and Seventeenth Street, NW

Use the Pennsylvania Avenue entrance to the OEOB

METRO: Farragut North (Red Line)

Farragut West (Blue and Orange Lines)

Vice President Gore has been invited to attend

Please bring photo identification

December 4, 1996

8:00 am – 3:30 pm

Working Meeting on Partnerships for Stronger Families
U. S. Bureau of Labor Statistics Conference and Training Center
Postal Square Building
2 Massachusetts Avenue, NE (use entrance on First Street NE)
METRO: Union Station (Red Line)
Use exit to Amtrak Trains, then to First Street, NE

8:00 am Registration and Continental Breakfast

8:45 – 10:00

Opening session

Rooms 1 and 2

Welcome

Jeremy Ben-Ami
*Deputy Assistant to the President
for Domestic Policy*

Opening Remarks

Robert Reich
*Secretary
U. S. Department of Labor*

Conference Overview

Carol H. Rasco
*Assistant to the President
for Domestic Policy*

Address

Ann Rosewater
*Deputy Assistant Secretary for
Planning and Evaluation
United States Department of
Health and Human Services*

Web Site Demonstration

Jeremy Ben-Ami

Announcements

Jeanne Jehl
*Senior Associate
Institute for Educational
Leadership
Policy Exchange*

10:15 – 12:00 Small Group Sessions

Session 1

Room 1

National Indicators of the Condition of Children

In this session, the draft National Indicators of the Condition of Children will be presented and discussed. How can these indicators be most useful at the local and state levels?

Moderator: Duane Alexander, *National Institute of Child Health and Human Development*

Facilitator: Margaret Dunkle, *IEL Policy Exchange*

Reporter: Sherrie Killins, *Empower Baltimore Management Corporation*

Session 2

Room 5

Developing Flexibility in Federal Programs

What kinds of program flexibility are important for community initiatives to improve results for children and families? How can these initiatives make most effective use of flexibility in existing programs?

Moderator: John Monahan, *U. S. Department of Health and Human Services*

Facilitator: Jeanne Jehl, *IEL Policy Exchange*

Reporter: Joel Sorum, *County of Placer, CA*

Session 3

Room 6

Issues of Accountability in Intergovernmental Partnerships

A draft paper, outlining issues in accountability from the federal perspective, will be presented. Through panel discussion and interaction, participants will work toward developing consensus on the importance of these/other issues.

Moderator: Suzanne Stoiber, *U. S. Department of Health and Human Services*

Facilitator: Shoshanna Sofaer, *George Washington University*

Reporter: Barbara Dyer, *The Public's Work*

Session 4

Room 7

Creating a Community-Driven System of Technical Assistance

The group will review principles and a draft model for federal technical assistance that helps communities achieve their priority goals.

Moderator: Reginald Robinson, *U. S. Department of Justice*

Facilitator: Beverly Godwin, *National Performance Review*

Reporter: Gaynor McCown, *New York City Partnership and Chamber of Commerce*

Session 5**Room 8****Promoting Intergovernmental Partnerships**

How can the federal government develop and sustain effective partnerships with states and communities? What lessons have been learned from existing intergovernmental partnership efforts? This group will explore proposals for strengthening local/state/federal partnerships.

Moderator: Michael A. Stegman, *U. S. Department of Housing and Urban Development*

Facilitator: Lisa Mallory, *National Performance Review*

Reporter: William Purcell, *Tennessee House of Delegates*

12:00 – 1:00

Lunch

Box lunches will be available in the Pantry area.

Browse the Web Site and materials in the Lounge area.

1:00 – 3:30

General Session**Reports from Small Group Sessions**

Dialogue: *How can local community initiatives bridge the gap between human services and economic development?*

Moderator

Carol H. Rasco
*Assistant to the President
for Domestic Policy*

Discussants

Geoffrey Canada
*Executive Director
Rheedlen Center for Children
and Families*

Cheryl Sullivan
*Secretary
Indiana Family and Social Services
Administration*

Large Group Discussion: *Developing an action agenda for the future*

Moderator

Elaine C. Kamarck
*Senior Policy Advisor
to the Vice President*

Closing Remarks

Carol H. Rasco

Questions for Discussion

National Indicators of the Condition of Children —Implications for State and Local Efforts—

December 4, 1996

Overall, what do you think of the indicators?

Do the indicators measure important aspects of the condition of children?

Are there any essential adjustments that must be made? If so, what?

Are you comfortable with knowing that the indicators will evolve as we get better data and learn more?

From a state and local perspective, how will you use these indicators?

What would make the indicators the most helpful to you?

How do *or should* these indicators relate to state and local level indicators and data?

Do you *have* comparable data for the state and local levels? Do you *need* these data at the state and local levels?

Overall, what is the best way to use these indicators?

To what degree should the indicators be viewed as a "*report card*"?

And to what degree should we think of the indicators as a way to hold programs *accountable for results* (or measurable improvements in the indicators)?

Should the indicators (and progress made towards improving them) be tied to budget decisions, either overall or for specific programs?

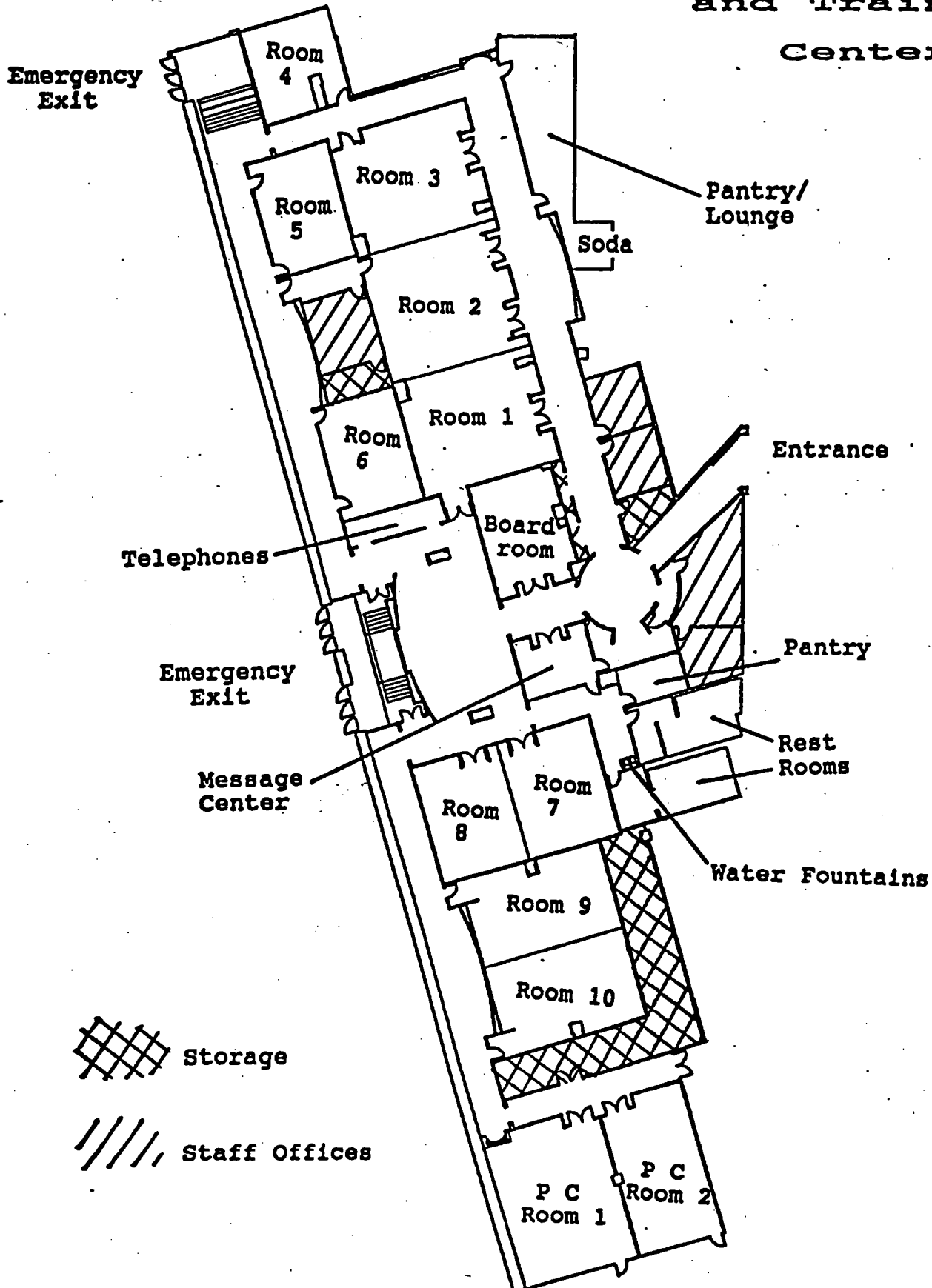
Should the federal, state and local levels use the indicators in the same manner and for the same purposes? Or are different uses appropriate, depending on the level of government?

What should the federal strategy be for releasing and publicizing these indicators?

Should they be published annually?

How, when and by whom should they be released?

BLS Conference and Training Center



PARTNERSHIPS FOR STRONGER FAMILIES

Working Meeting
December 3-4

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PARTNERSHIPS FOR STRONGER FAMILIES

CREATING A COMMUNITY-DRIVEN SYSTEM OF TECHNICAL ASSISTANCE

Discussion Guide -- December 4, 1996

Background

The Technical Assistance Action Team has sought to understand the scope and limitations of technical assistance now provided by federal agencies to comprehensive community initiatives for children and families. Through surveys and interviews of agency technical assistance contacts and a working meeting with managers, providers and customers of technical assistance, the Action Team has developed a vision of training and technical assistance (T/TA) to initiatives for children and families that:

- . Maximizes consumer choice and redefines the relationship between the federal government, communities, and T/TA providers;
- . Makes T/TA accessible to customers;
- . Supports the community collaborative process as well as program implementation;
- . Makes effective use of existing resources, including those of communities and the private sector, and local expertise.
- . Forms partnerships among federal agencies, and with state and local governments, for the design and delivery of T/TA;
- . Builds accountability for technical assistance and community outcomes.

PROPOSAL

We would like to discuss a proposal for an interagency demonstration of the above principles to deliver accessible, integrated, community-driven T/TA that works to produce positive outcomes for children and families. It would create an interagency team to begin coordinating T/TA across agencies and improve feedback about the effectiveness of technical assistance in helping to achieve outcomes in communities and would demonstrate, in selected communities, a new T/TA partnership among the federal government, states, and communities. The interagency team would include designated points of contact from all agencies providing T/TA designed to achieve a specific outcome (such as decreased youth violence) or a broader cross-cutting issue (such as positive youth development). All existing federal programs and T/TA related to the selected focus area would be identified and would become part of the team's efforts to provide assistance that is integrated and community-driven.

For participating federal agencies, the demonstration offers multiple benefits:

- . Federal staff and communities will become aware of the range of technical assistance provided across agencies on related topics, both in terms of effective strategies and providers, including peer-to-peer providers;
- . Federal staff will become more aware of the technical assistance needs of local communities; and
- . Federal staff and communities can learn about the value of technical assistance in helping to achieve their goals for children and families.

For the selected communities, the proposed demonstration offers what we know community leaders interested in these issues want: an opportunity to shape and select the T/TA they receive from the federal government. The demonstration will yield knowledge about effective strategies and methods of T/TA aimed at positive community and family outcomes. It will include continuous evaluation of its process and outcomes and will produce recommendations for the enhancement and restructuring of federal programs.

Time period

A two-year demonstration is proposed, beginning with the designation of the interagency team members in January 1997.

Funding

No additional funds are required to implement this demonstration. Participating agencies would develop the interagency effort and work closely with selected communities within existing programmatic and T/TA funds.

The Federal Interagency Team

The Interagency Team would be composed of federal Points of Contact for T/TA programs that address the Project's focus area, as well as representatives from the Domestic Policy Council, Community Empowerment Board, and National Performance Review. A lead agency or interagency group would be designated. The group would establish a system for continuous input and feedback from state and local TA representatives.

The Team would:

- . Provide information on T/TA providers – including peers – who address issues about which the communities would like some assistance. The Team could begin by developing a listing of TA providers supported by each agency;
- . Develop and disseminate information about effective approaches;
- . Seek opportunities to provide innovative T/TA that responds to community

preferences, such as peer-to-peer and local provider T/TA;

- . Pursue opportunities to develop joint T/TA solicitations, technical assistance calendars and cluster conferences;
- . Pursue opportunities for joint funding of technical assistance;
- . Play a strong and responsive “broker” or “case manager” role in helping selected communities address their needs; and
- . Seek feedback from communities about the quality and effectiveness of the T/TA they are receiving, and use the feedback to inform proposed legislative and regulatory changes in current programs.

Eligible Communities and Selection Process

Invitations could be extended to approximately 200 communities with federally-sponsored comprehensive collaborative initiatives underway. As many as ten (10) communities would be selected to participate in the interagency demonstration. The eligible communities would include all those who have in effect interagency Memoranda of Understanding and all Empowerment Zone/Enterprise Community sites. Communities involved in other significant Administration interagency initiatives, such as those listed below, could also be invited to participate.

President's Crime Prevention Council:
Glue Grant recipients

Department of Agriculture
Rural Development and Extension Service Programs

Department of Health and Human Services
Community Demonstration Grants
Family Preservation and Support Program
Healthy Start
Youth Gang Drug Prevention Program

Department of Housing and Urban Development
Family Investment Centers Program
Public Housing Drug Elimination Program
Tenant Opportunities Program
Youth Build

Department of Justice

Comprehensive Communities Program

Operation Weed and Seed

SafeFutures

PACT (Pulling America's Communities Together)

Tribal Strategies Against Violence

Department of Labor

Job Corps

School-to-Work

Youth Fair Chance

Advantages of this Approach:

- . Proactively reinvents T/TA in a specified area, focused on results; has the potential to drive systemic reform in other substantive areas.
- . Provides an opportunity to design and deliver T/TA that is more responsive to community concerns and practices.
- . Coordinates the delivery of a broad range of available T/TA in a specified area.
- . Provides an opportunity to develop cross-agency T/TA capacity.
- . Does not require agencies to reallocate existing funds.

Disadvantages of this Approach:

- . Difficulty in developing broad consensus on the substantive focus of the interagency demonstration.
- . Difficulty in sustaining multi-agency commitment to the interagency effort.
- . Focuses on re-orienting existing TA resources within the current categorized structure.
- . It is difficult to translate learning from demonstrations into systemic change.

Next Steps (after input from states and communities)

- . Determine the substantive focus of the Project.
- . Designate a lead agency or interagency group.
- . Develop a process/announcement for selecting participating communities.

PARTNERSHIPS FOR STRONGER FAMILIES

ACCOUNTABILITY IN INTERGOVERNMENTAL PARTNERSHIPS

Discussion Guide -- December 4, 1996

The Action Team on Accountability and National Indicators is interested in understanding issues of accountability from the local, state, and federal perspectives. The questions below have been prepared for a discussion among federal and nonprofit staff who have worked with accountability issues in intergovernmental partnerships. That discussion will be expanded to include additional representatives from local and state initiatives during the Working Meeting on December 4.

Please take time to think about these issues as you have experienced them. Your contributions to the discussion are crucial to expanding our understanding, and to continuing to work in successful intergovernmental partnerships that lead to positive results for children, families, and communities.

1. What was the primary goal or motivation for your initiative? Given the goal for your initiative, why and how did it become important to develop an approach to holding specific parties accountable for their performance? How did the initiative relate to the flow of resources (dollars)? How did it relate to increasing flexibility in the use of resources?
2. Who was being held accountable? By whom? Was there resistance on the part of those being held accountable? How was it handled?
3. How did you determine what people would be held accountable for? Were you able to find specific measures or indicators to support accountability efforts?
4. What were the barriers to creation of an explicit and negotiated accountability mechanism? What were the facilitators?
5. So far, what signs do you see that your initiative, and in particular its attempts to create explicit accountability, has worked? Has flexibility plus accountability led to increases in creativity and a results orientation?

PARTNERSHIPS FOR STRONGER FAMILIES

PROMOTING INTERGOVERNMENTAL PARTNERSHIPS

Discussion Guide -- December 4, 1996

Successful intergovernmental partnerships require that communities and states have access to federal agencies with a commitment to develop mutually acceptable solutions to achieve results, resolve problems, and eliminate barriers. What mechanism can the federal government utilize to meet the needs and interests of its partners in comprehensive community-based initiatives?

Existing intergovernmental partnerships have provided a variety of ways to facilitate contact for partners with the federal government. For example, through contract, HUD provides a "generalist" to urban Empowerment Zones. USDA State Directors provide a similar role to rural Empowerment Zones and Enterprise Communities. The National Performance Review and cluster leaders from federal agencies provide the coordinating role on the Oregon Option. The Vice President designated a HUD employee as "single point of contact" for the Connecticut Neighborhood Revitalization Partnership. The Department of Justice has played a coordinating role for Project PACT (Pulling America's Communities Together) and continues to explore the concept of "community desks". Federal Executive Boards in some parts of the country have facilitated this type of coordination, such as the U.S. General Store in Houston.

At the December 4 workshop, we would like to hear from community and state representatives about the kind of coordination and liaison they need most and how this could best be accomplished. This feedback will be used to strengthen existing partnerships and to move ahead with additional partnerships and mechanisms to improve the federal, state and local service delivery system. The following questions will be used to begin the discussion.

What is Expected?

- ▶ What do comprehensive community-based initiatives expect from the federal government to achieve their goals? Is the federal government viewed as a resource or barrier?
- ▶ How does this differ for a state versus a local initiative?

State and Local Experience

- ▶ What experiences do states have with trying to provide better coordination for localities?
- ▶ What experiences do localities have with providing one-stop resources to citizens, businesses or other constituents?

- ▶ What positive experiences have states and localities had with the federal government in terms of better coordination and facilitation of information, people, and resources?
- ▶ What has or hasn't worked with existing models?
- ▶ What is essential?
- ▶ What should be avoided?

Assuming states and localities want a single liaison/coordinator to support intergovernmental partnerships, let's look specifically at:

The Readiness Phase:

- ▶ Does there need to be a strategic community plan in place that outlines the goals and objectives of that community before the federal liaison is involved?
- ▶ If the federal liaison is already in the community, can they be useful in helping that community develop its plan? If so, how? If not, why?

Assumed Roles of a Liaison/Coordinator:

- ▶ Works with states and communities to develop partnerships around specific needs defined by the partners
- ▶ Convenes or puts community leaders in touch with the right agency program contacts as issues arise
- ▶ Assists states and communities to define barriers to achieving results and works on their behalf to eliminate those barriers
- ▶ Provides lessons learned about what works or doesn't work in partnership and advocates for needed systemic changes
- ▶ What else?

Skills of a Liaison/Coordinator

- ▶ Empowered advocate with knowledge of federal agencies and departments
- ▶ Clear lines of communication with decision makers
- ▶ Energetic and dedicated to partnership
- ▶ What else?

Other

- ▶ Advantages and disadvantages of liaison/coordinator from one agency even if representing an interagency partnership
- ▶ Does a liaison/coordinator need to be on-site?

PARTNERSHIPS FOR STRONGER FAMILIES

CONVERSATIONS WITH PARTICIPANTS

December 4, 1996

To assess the front-line experiences of individuals at the state and local level who will be attending the "Partnerships for Stronger Families" conference on December 3 and 4, a series of calls was made to participants to obtain information about their programs and their priorities. This brief report summarizes the themes and suggestions that emerged from these calls.

THEMES:

- **The "business as usual" approach will not work.** Individuals at the state and local level who are working to promote healthy communities are desperately hungry for a change from restricted, programmatic, categorical boxes.
- **Remarkable innovation is occurring, particularly at the local level, in how to make collaborative partnerships work.** In this arena, the federal system has a lot to learn from state and local innovations, yet there clearly is a role for the federal system in supporting state and local efforts.
- **The federal government does not yet have a clear role in supporting local collaborative initiatives.** Individuals in the field are not particularly angry or frustrated with the lack of technical support and other assistance from the federal government. Rather, they seem resigned to the fact that looking for meaningful assistance (technical support, information, loosening of restrictions) will not be successful. They perceive the regional offices as particularly ineffective.
- **Federal employees could benefit by knowing more about community work.** Individuals, particularly at the local level, expressed a strong belief that federal employees have extremely little knowledge or experience of how programs work on the local level. They believe this lack of understanding and awareness stands in the way of federal employees being helpful.

SUGGESTIONS FOR FEDERAL ACTION:

Individuals working in collaborative partnerships would like help from the federal system and are extremely clear on what kind of help they need. Below are some of their specific suggestions:

- Create a "Problem Resolution Committee" to handle collaboration issues;
- Assist in creating clear outcome measures to reinforce accountability;
- Streamline decision-making -- every decision at the federal level requires layers and layers of signatures, approvals, and delays;
- Reduce the amount of federal directives -- e.g. massive amounts of contradictory and confusing paperwork have been disseminated on welfare reform;
- Allow flexibility in pooling programmatic dollars based on outcomes;
- Disseminate a "best practices" report on innovative partnership programs;
- Develop a "carrot" to create incentives for community collaboration at the state and local level -- also, federal system needs an incentive, too;
- Promote positive choice in federal programs, as opposed to the "anti" focus -- anti-drug, anti-pregnancy, anti-violence;
- Pay for HandsNet connection for local agencies;
- Implement the Enterprise Board concept, try to make it work, stick to it;
- Use the federal bully pulpit and moral leadership for promoting collaborative partnerships;
- Reward innovation rather than tolerating complacency;
- Set up a "trouble-shooting" desk for help with collaborative issues;
- Come up with a common application form for federal grants!
- Create technical assistance teams to come to states and cities to help out;
- Offer a forum for state or local staff to discuss collaboration issues and solutions.

PERSPECTIVES FROM THE FIELD:

The perspectives of state and community leaders who are engaging in collaborative community efforts are filled with insight and vision. Below are a few examples.

One individual expressed concern that while the federal government expects state and local governments to work in partnerships, federal agencies do not exhibit much of a tendency to work in a collaborative, coordinated fashion.

Another perception echoed by several of the individuals, was that the federal focus remains program oriented rather than family oriented. Individuals at the state and local level feel that they are fighting an uphill battle in their efforts to make programs family-focused when the overarching program designs are not conducive to such an approach.

One of the most interesting comments came from an individual from an Enterprise Community (EC). She noted that very few EC dollars have been spent, yet dramatic changes were happening in the community. Why? She felt that community leaders now had the mindset that they were a collaborative team, and that this change in mindset created the opportunity for significant change with no major expenditure of dollars.

One respondent offered an interesting analogy in reference to the restrictions that federal grants put on support dollars. He said that as a homeowner, you could get a grant for \$30,000. In your house you need a new furnace. However, the grant only covers painting of the house. What should you do? Take the money and buy another furnace or continue to look for ways to paint your house. Why can't you use the furnace money for painting, especially if the purpose of the grant is to maintain a nice house that functions well.

**PARTNERSHIPS FOR STRONGER FAMILIES
WORKING MEETING WITH LOCAL STATE AND FEDERAL LEADERS
DECEMBER 3-4, 1996**

MEETING EVALUATION

1. What was the most important or useful thing that you gained from this Working Meeting?

2. When you are back at your job, how will you use the information and contacts from this meeting? _____

3. Please identify one concrete step you would like to see the federal government take in the area of intergovernmental partnerships as a result of this Working Meeting.

4. Do you have Internet access? If yes, does our web site meet your needs?

5. How would you like us to follow up with you in the future?

Name: _____ Organization: _____

Phone/Fax: _____ Email: _____

Address: _____

PARTNERSHIPS FOR STRONGER FAMILIES
A WORKING MEETING WITH LOCAL, STATE AND FEDERAL LEADERS
DECEMBER 3-4, 1996

We gratefully acknowledge financial support for this meeting from:

THE ANNIE E. CASEY FOUNDATION

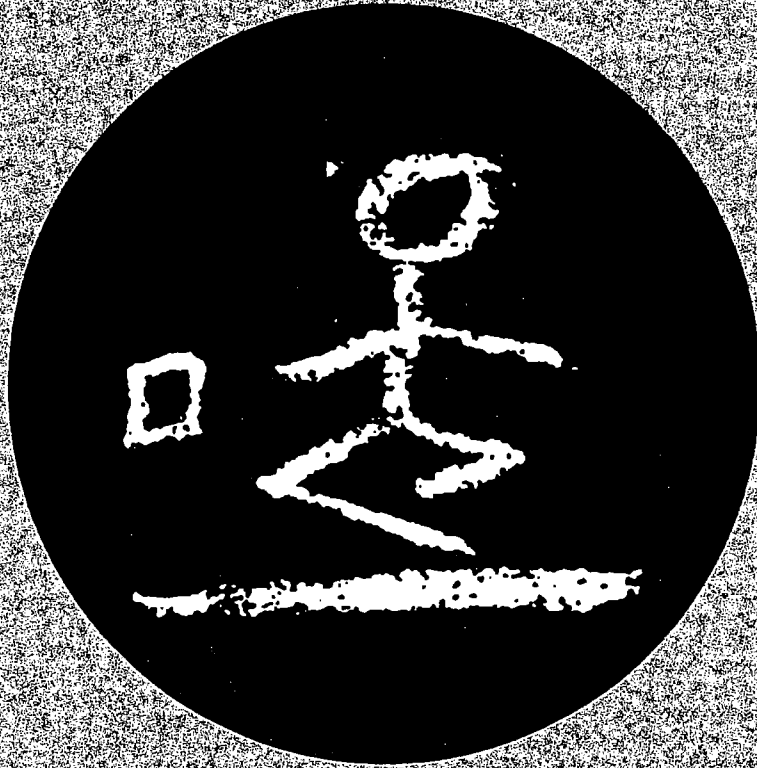
THE FORD FOUNDATION

THE JOHN D. AND CATHERINE T. MACARTHUR FOUNDATION

U. S. DEPARTMENT OF JUSTICE

U. S. DEPARTMENT OF LABOR

HOW WILL
THIS DECISION



*Affect Children
and Families?*

December 2, 1996

Memorandum to the Domestic Policy Council Staff

From: Jeremy & Jeanine

Subject: Partnerships for Stronger Families

You are cordially invited to attend the Partnerships for Stronger Families Working Meeting on December 3-4, 1996.

We have invited over eighty state and local leaders to work with our Federal Interagency Team to improve the way the federal government works with collaborative community-based initiatives. We hope you can join us!

There will be a reception from 5:30 - 7:00pm in the Indian Treaty Room on December 3. The Vice President is scheduled to attend. The workshop sessions will be held on December 4th at the Bureau of Labor Statistics.

Please let Khushali know if you will be able to attend. Thanks!

THE WHITE HOUSE
WASHINGTON

PARTNERSHIPS FOR STRONGER FAMILIES
A WORKING MEETING WITH LOCAL, STATE, AND FEDERAL LEADERS
Sponsored by the White House Domestic Policy Council
and
The Institute for Educational Leadership
December 3-4, 1996

AGENDA

December 3, 1996

9:00 am – 12 noon

repeats at

1:30 – 4:30 pm

Preconference Seminar on the Oregon Option *(optional)*

Sponsored by the Institute for Educational Leadership's Policy Exchange

Dirksen Senate Office Building, room 192

First and Constitution Avenues, NE

METRO: Union Station (Red Line)

5:30-7:00 pm

Reception for Conference Participants

Indian Treaty Room, Old Executive Office Building

Pennsylvania Avenue and Seventeenth Street, NW

Use the Pennsylvania Avenue entrance to the OEOB

METRO: Farragut North (Red Line)

Farragut West (Blue and Orange Lines)

Vice President Gore has been invited to attend

Please bring photo identification

December 4, 1996

8:00 am – 3:30 pm

Working Meeting on Partnerships for Stronger Families

U. S. Bureau of Labor Statistics Conference and Training Center

Postal Square Building

2 Massachusetts Avenue, NE (use entrance on First Street NE)

METRO: Union Station (Red Line)

Use exit to Amtrak Trains, then to First Street, NE

8:00 am Registration and Continental Breakfast

8:30 – 10:00

Opening session

Rooms 1 and 2

Welcome

Jeremy Ben-Ami

*Deputy Assistant to the President
for Domestic Policy*

Opening Remarks

Robert Reich

*Secretary
U. S. Department of Labor*

Conference Overview

Carol H. Rasco

*Assistant to the President
for Domestic Policy*

Address

Ann Rosewater

*Deputy Assistant Secretary for
Planning and Evaluation
United States Department of
Health and Human Services*

Web Site Demonstration

Jeremy Ben-Ami

Announcements

Jeanne Jehl

*Senior Associate
Institute for Educational
Leadership
Policy Exchange*

10:00 – 11:45 Small Group Sessions

Session 1

Room 1

National Indicators of the Condition of Children

In this session, the draft National Indicators of Children's Well-Being will be presented and discussed. How can these indicators be most useful at the local and state levels?

Moderator: Duane Alexander, *National Institute of Child Health and Human Development*

Facilitator: Margaret Dunkle, *IEL Policy Exchange*

Reporter: Sherrie Killins, *Empower Baltimore Management Corporation*

Session 2

Room 5

Developing Flexibility in Federal Programs

What kinds of program flexibility are important for community initiatives to improve results for children and families? How can these initiatives make most effective use of flexibility in existing programs?

Moderator: John Monahan, *U. S. Department of Health and Human Services*

Facilitator: Jeanne Jehl, *IEL Policy Exchange*

Reporter: Joel Sorum, *County of Placer, CA*

Session 3

Room 6

Issues of Accountability in Intergovernmental Partnerships

A draft paper, outlining issues in accountability from the federal perspective, will be presented. Through panel discussion and interaction, participants will work toward developing consensus on the importance of these/other issues.

Moderator: Suzanne Stoiber, *U. S. Department of Health and Human Services*

Facilitator: Shoshanna Sofaer, *George Washington University*

Reporter: Barbara Dyer, *The Public's Work*

Session 4

Room 7

Creating a Community-Driven System of Technical Assistance

The group will review principles and a draft model for federal technical assistance that helps communities achieve their priority goals.

Moderator: Reginald Robinson, *U. S. Department of Justice*

Facilitator: Beverly Godwin, *National Performance Review*

Reporter: Gaynor McCown, *New York City Partnership and Chamber of Commerce*

Session 5

Room 8

Promoting Intergovernmental Partnerships

How can the federal government develop and sustain effective partnerships with states and communities? What lessons have been learned from existing intergovernmental partnership efforts? This group will explore proposals for strengthening local/state/federal partnerships.

Moderator: Michael A. Stegman, *U. S. Department of Housing and Urban Development*

Facilitator: Lisa Mallory, *National Performance Review*

Reporter: William Purcell, *Tennessee House of Delegates*

12:00 – 1:00

Lunch

Box lunches will be available in the Pantry area.

Browse the Web Site and materials in the Lounge area.

1:00 – 3:30

General Session

Reports from Small Group Sessions

Dialogue: *How can local community initiatives bridge the gap between human services and economic development?*

Moderator

Carol H. Rasco
*Assistant to the President
for Domestic Policy*

Discussants

Geoffrey Canada
*Executive Director
Rheedlen Center for Children
and Families*

Cheryl Sullivan
*Secretary
Indiana Family and Social
Services Administration*

Large Group Discussion: *Developing an action agenda for the future*

Moderator

Elaine C. Kamarck
*Senior Policy Advisor
to the Vice President*

Closing Remarks

Carol H. Rasco