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THE WHITE HOUSE

WASHINGTON

September 24, 1996

MEMORANDUM TO THE DOMESTIC POLICY COUNCIL

FROM: CAROL H. RASCO CHR

SUBJECT: MEETING ON THE PARTNERSHIPS FOR STRONGER FAMILIES INITIATIVE

As you know, the Domestic Policy Council will meet on **Monday, September 30, 1996** from 5:00 – 6:00 p.m. in the Roosevelt Room. We will discuss the progress of the Partnerships for Stronger Families initiative.

Many of your agencies are heavily engaged in the Partnerships, an effort to make the federal government more responsive to and supportive of community based plans to serve children and families. The upcoming meeting will be an opportunity for the action teams to report to the Council on their progress. I encourage you to review the background material attached prior to the meeting

Please have your staff provide your clearance information to Jennifer Schimmenti at (202) 456-5228. If there are additional questions or concerns, please feel free to contact Jeanine Smartt at (202) 456-5228. Thank you.

Attachments

Hold for ~~9/30~~ whenever

PARTNERSHIPS FOR STRONGER FAMILIES
Meeting of the Domestic Policy Council
September 30, 1996
5:00-6:00 p.m.
Main Lobby, Roosevelt Room

Welcome and Introductions	Carol H. Rasco
Overview of Partnerships for Stronger Families	Elaine Kamarck
Review Action Team Products	Jeremy Ben-Ami
Creating Unified Electronic Access to Information for Communities	Gerald Tirozzi
Proposal for an Annual Summary on the Condition of Children	Duane Alexander
Promoting Intergovernmental Partnerships Recommendations for Federal Action	Michael Stegman
Creating a Community-Driven System of Technical Assistance	Reginald Robinson
Next Steps	Jeremy Ben-Ami

Resources for Partnerships for Stronger Families

Conference with Community and State Leaders: December 3-4

Attachments

Attachment A: Overview of Partnerships for Stronger Families
Attachment B: Family.info.gov Web Site information
Attachment C: Proposal for an Annual Summary on the Condition of Children
Attachment D: Promoting Intergovernmental Partnerships: Recommendations for Federal Action
Attachment E: Creating a Community-Driven System of Technical Assistance

PARTNERSHIPS FOR STRONGER FAMILIES

The goal of Partnerships for Stronger Families is to make the federal government a more responsive and supportive partner in efforts to implement comprehensive community-based initiatives to serve children and families. Many promising domestic initiatives of the Clinton administration have been designed to support community-developed strategies, including Empowerment Zone/Enterprise Community Program and the National Performance Review's State and Local partnerships. This effort will take lessons learned from those models and others across the country and pursue systemic change to make federal practices more supportive of systemic efforts.

Partnerships is an interagency effort, coordinated by White House offices including the Domestic Policy Council, the National Performance Review, the Community Empowerment Board, and the Office of Management and Budget. Federal agency staff have formed five action teams to pursue a concrete agenda for administrative action in 1996. The teams and their initial mandates are:

Building Capacity: Technical Assistance
Accountability: National Indicators
Financing: Flexibility
Information Dissemination
Promoting Intergovernmental Partnerships

Participating agencies include Agriculture, Education, Health and Human Services, Housing and Urban Development, Justice, and Labor. Each agency is participating on all five teams. The initiative is managed by a Steering Committee including team chairs, additional senior staff from participating agencies, and representatives of participating White House offices.

Jeanne Jehl, a Senior Associate at the IEL Policy Exchange, works with the Partnerships for Stronger Families effort. She manages and supports the work of the Action Teams and the Steering Committee and works to ensure that they are informed by the work of parallel privately-funded efforts. Her work at IEL is funded by the Annie E. Casey Foundation as part of the foundation's ongoing commitment to improving the life opportunities of children in poverty.

SURF THE NET!!!

THE PARTNERSHIPS FOR STRONGER FAMILIES WEB SITE AT

http://family.info.gov

The Information Dissemination Team has worked together to assemble one home page for community groups and local governments to access who are seeking information on federal resources to provide services to families and children.

To access the test page you will need the following information:

user name – psf
password – psf.1

Thank you!

Proposal for an Annual Summary Report on the Condition of Children

The Federal Interagency Forum on Child and Family Statistics

Background

In the fall of 1994, the Chief Statistician at OMB collaborated with the leaders of six statistical and research agencies[1] 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.

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[1] Agencies included the Bureau of the Census, the Bureau of Labor Statistics, the National Center for Education Statistics, the National Center for Health Statistics, the National Institute for Child Health and Human Development, and the Office of the Assistant Secretary for Planning and Evaluation at HHS.

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's* 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
	Population and Family Characteristics				This section would be moved to the back and provide background and contextual information.
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	Minority Children	% of children who are other than white non-Hispanic	Census Bureau's population estimates	annual	
4	Difficulty Speaking English	% of children with difficulty speaking English	CPS 79, 89, 92, 95	irregular	There is a question about whether this indicator fits in the background or education section
5	Family Structure	% of all non-institutionalized children under 18, by family structure	March CPS	annual	Categories would include one-parent, two-parent (broken into step and biological), and no-parent. Non-marital births also would be presented.
	Suggested addition: foreign-born				
	Economic Security				
6	Child Poverty	% of children living in poverty, and under 50% and 150% of poverty line	March CPS	annual	
7	Poor Children Receiving Assistance	% of poor children receiving AFDC, food stamps, subsidized housing, energy assistance, or Medicaid in the past year	March CPS	annual	Considering the indicator with and without subsidized lunches and with SSI. Also suggested: % of children lifted out of poverty by govt. programs; by EITC; by child support; use all eligible children as denominator
8	Food Security	% of families who report they have enough food	CSFII or CPS, USDA	irregular ??	Some felt that this indicator is too subjective. USDA food sufficiency scale to be substituted in the future
9	Inadequate Housing	Percent of children living in "worst case" housing	American Housing Survey, HUD	1975, 1980, 1985, 1989, 1993	
10	Secure Parental Labor Force Attachment	% of children with at least one resident parent employed full time, full year	March CPS	annual	
	Suggested Addition: Children in the workplace				

Health and Health Care

11 Infant Mortality	Death rate per 1,000 children under age 1	Vital Statistics, Mortality	annual	neonatal and perinatal split will appear in appendix
12 Low Birth Weight	% of newborns weighing 5.5lbs. or less	Vital Statistics, Natality	annual	Should this indicator be dropped? Is IMR sufficient?
13 Immunization	% of children ages 19-35 months who have received combined 4:3:1 or 3:3:1 series vaccinations	National Health Interview Survey, NCHS	annual	
14 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	Broken down by types of activities: major, etc.
15 Child Mortality	Death rate per 100,000 children ages 1-14	Vital Statistics, Mortality	annual	
16 Adolescent Mortality: Homicides, Suicides, Motor Vehicle Accidents, Other Deaths, Total Deaths	Death rate per 100,000 children ages 15 - 19	Vital Statistics, Mortality	annual	
17 Child Abuse	Substantiated cases of child abuse and neglect	NCCAN	annual	Suggestion: show infant victims separately
18 Teen Non-marital Births	Birth rate per 1,000 single females ages 10-14, 15-17 and 18-19	Vital Statistics, Natality	annual	
19 Health Insurance	% covered by health insurance	March CPS	annual	
Suggested Additions: indicators of mental health or self-esteem and physical activity				

Behavior

Suggestion: Move these into the health section and eliminate this section

20 Violent Crime Arrests	Arrests for violent crimes per 1,000 youth age <15 and 15-17	Uniform Crime Reporting Program, FBI	annual	Suggestion: Change this to convictions, not arrests
21 Crime Victims	% ages 12 - 19 who are victims of crime (violent and thefts)	Crime Victimization Survey, BJS	annual	
22 Regular Cigarette Smoking	% of 8th, 10th, and 12th graders who smoke daily	Monitoring the Future	annual	Suggestion: Add tobacco use

23 Alcohol and Substance Abuse	% of teens who report drinking alcohol regularly or who have used controlled substance in the last 30 days (composite)	Monitoring the Future	every 1-3 years	

Education

24 Early Childhood Reading Exposure	% of children ages 3-5 who are read to daily by family member	National Household Education Survey, NCES	1993, 1995, 1996, 1999?	
25 Early Childhood Education	% of children who attend early childhood programs	NHES, NCES	91, 95, 96, possibly 99	
26 Math and Reading Proficiency	Change since 1990 in the proficiency scores in math and reading for 9, 13, and 17 year-olds	NAEP, NCES	every 2 years	
27 High School Course-taking	% of high school graduates taking selected advanced math and science courses	High School Transcripts, NCES	82, 87, 90, 94 and possibly 2000	
28 High School Graduation	% of 18 - 24 year olds who have graduated high school	October CPS	annual	This differs from HS completion: the GED is not included in this measure.
29 Detached Youth	% of youth ages 16-19 not in school or labor force full or part time	March CPS	annual	There is a question about what section this indicator fits in
30 Higher Education	% of high school graduates enrolled in college	October CPS	annual	This includes two year colleges
Suggested additions: participation in vocational programs and head start, computer literacy, 8th graders taking algebra				

September 30, 1996

PROMOTING INTERGOVERNMENTAL PARTNERSHIPS
PRELIMINARY RECOMMENDATIONS FOR FEDERAL ACTION

BACKGROUND

During the past two months, the Partnerships for Stronger Families' workgroup on Promoting Intergovernmental Partnerships has analyzed eight intergovernmental partnerships between the Clinton Administration and various states and localities. These partnerships have varied histories and goals but teach us very similar lessons about what it takes to make partnerships work. The eight considered were:

1. The Community Empowerment Board and its work with the Empowerment Zones and Enterprise Communities (EZ/EC) program.

2. The Oregon Option.

3. Our MOU with Connecticut for its Neighborhood Revitalization Zones (NRZs) program.

4. School-to-Work.

5. Performance Partnership Grants.

6. Project PACT.

7. Federal Executive Boards (FEBs)

The following analysis is preliminary, and the progress of these partnerships will doubtless teach us more over time about how different levels of government can work together. However, our analysis yielded some useful lessons and recommendations that we hope will guide us as we look to expand and improve our efforts.

LESSONS LEARNED AND RECOMMENDATIONS FOR CHANGE

1. Federal management of interagency partnership initiatives requires an interagency oversight structure, with high-level oversight and a central support structure.

The Oregon Option's success on the federal level stems from the long-term commitment of individuals in agencies who are empowered to make change. The Community Empowerment Board's effectiveness is increased immeasurably by the Vice President's involvement, which reinforces the importance of all member agencies' ongoing commitments to the EZ/EC program. The Pacific Northwest Initiative got its initial energy from the President and Vice President's visit to the region. Where partnerships have been managed by one lead agency, such as DOJ's management of Project PACT, it is difficult to sustain commitment and participation of other agencies.

Recommendation: Federal responsibility of these partnership initiatives should be located in a White House-based interagency structure, such as the CEB or DPC.

2. Partnership efforts require adequate administrative support.

Resources to support the implementation of the partnership are essential. Existing federal efforts have been maintained without special funding allocations for administrative costs; staff salaries and overhead have been financed by agencies. These resource limitations have constrained the ability of existing interagency boards, like the CEB, to fulfill their stated mission. It is apparent that intergovernmental partnerships could do so much more to realize their potential if they were adequately financed and supported. Policy makers often view the staffing and funding of an initiative as a detail to be worked out later, but promising ideas can fail if those carrying them out are forced to beg and plead for resources and support.

Recommendation: Interagency management of intergovernmental partnerships must have sufficient budget, staff, and administrative resources to properly respond to communities' needs and support an ongoing capacity development effort.

3. Promises of flexibility should not exceed what is legally possible.

Current partnerships have found it very difficult to fulfill their commitment to local flexibility and barrier removal because of the shortage of statutory waiver authority, stringent audit requirements, and lack of support in agencies. In addition, community partners often lack sophistication about existing federal or state waiver authority and about real or perceived barriers, further slowing the process as their requests are clarified. Barrier removal efforts have been most successful in initiatives like the Oregon Option, where (1) the state and local partners had a clear idea of what they needed, (2) involved federal agencies had adopted a "get-to-yes" attitude, and (3) the scope of barrier removal requests was limited enough to be manageable. Barrier removal efforts have suffered when, as in the EZ/EC process, there was a lack of specificity given to communities at the front end.

Recommendations:

- The administration should continue to support legislative expansion of waiver authority and local flexibility.
- Communities, state and local governments need clearer information about the flexibility and waiver opportunities that do exist.
- High level reinforcement of the need to adopt friendlier policies towards local flexibility and innovation is required to sustain the change.
- Promises of flexibility should not exceed capacity to grant it.

4. The use of staff from one agency as a "single point of contact" is an exciting concept but difficult to implement.

The federal initiatives examined have provided a variety of ways to facilitate contact for partners with the federal government. While the notion of a community having a single point of contact with the federal government is attractive, it is unclear how a staff person from a single agency can be expected to have the authority and breadth of knowledge to serve as an all-purpose federal representative, truly responsive to community needs. In addition, we have not brought communities into the policy development process to explore what kind of liaison would work best for them. Some of our efforts, like EZ/EC, have tried several different liaison models, causing frustration on the part of some local leaders.

Recommendation: The federal interagency management structure, with input from state and local partners, should develop a on-site "community ombudsman" structure to provide partner communities with a one-stop resource for federal assistance (this could be an individual or an interagency board). This "single point of contact" staff person should not be affiliated with one agency, but would represent the interagency manager of the partnership. The "single point of contact" would work with states and communities to develop partnerships around specific needs defined by the partners.

5. Regional offices have a logical role in implementing partnerships, but the lack of a consistent government-wide policy on regions makes it difficult.

Twenty years of government centralization have resulted in regional offices with few staff resources and little program authority. Downsizing during the past four years has continued this trend. Some agencies have discussed abandoning a regional structure, and others have considered (and implemented) radical realignments of their regional and field offices. We tend to forget these inconsistencies when we turn to regional offices to making intergovernmental partnerships work. When region-based interagency partnerships are successful,l it is because of the energy and dedication of the regional staff who run them, and (most importantly) because their bosses in Washington actively support the effort and have agreed to devolve some decision-making authority to the regions. The more successful FEB efforts are a good example of this. Even when regional involvement works, many regional offices often lack the program authority to solve the bulk of community issues, and localities must once again turn to Washington for help.

Recommendation: Partnership must be entered into with a clear sense of the federal regional role; regional staff should be involved whenever possible, and can serve as the lead federal representative if programmatically practical. If regions have leadership in agency partnerships, they must be given the resources – and active support – from Washington.

6. Most federal intergovernmental partnership efforts lack an institutionalized way to track results or evaluate success.

In absence of internal mechanisms, some of the models studied have used their federal interagency frameworks as an ad hoc "enforcer." The CEB is one example of this. The system is not ideal, and with the advent of performance-based budgeting as required by the Government Performance and Results Act, all agencies will have to find a better, more formalized way to quantify their contributions to these intergovernmental partnerships. A centralized partnership structure can help provide peer-to-peer support and an exchange of ideas for successful implementation.

Recommendation: Tracking and accountability mechanisms must be in place at the beginning of any intergovernmental partnership and must be owned and supported at all levels.

7. Successful partnerships need unified, broadly representative local governance and cooperative states.

Local efforts are most effective when there is a strong, single governmental body which represents all the local interests involved in the partnership. Project PACT's varying experiences across different sites is a testament to this, as is the EZ/EC governance board model. Where local leaders are bought in and unified, successful partnerships result. Similarly, state buy-in is a crucial component of any intergovernmental partnership, regardless of whether the state is a primary partner or not. So many programmatic and flexibility decisions rest with states; they must be informed and willing participants in any partnership effort.

Recommendation: Partnerships should only be entered into if the state and local partners have a clear sense of the goals they want to achieve and have an infrastructure in place to implement these goals. Federal partners can assist communities interested in entering into partnerships by developing clear guidelines and "best practice" suggestions about how to build community capacity and a self-sustaining governance structure to manage an intergovernmental partnership.

NEXT STEPS

These lessons teach us that, if the federal government is to continue to offer partnerships to states and localities, we must:

> (1) give communities a clear set of criteria needed from them on the front end before entering the partnership, and
>
> (2) get our own (federal) house in order so that we may fulfill our promise of more responsive and "reinvented" federal-local partnership.

Assuming consensus on the lessons learned and recommendations of this preliminary document, we intend to gather key decisionmakers from the White House and from agencies to put together a proposal for making these suggestions a reality.

CREATING A COMMUNITY-DRIVEN SYSTEM OF TECHNICAL ASSISTANCE:
Preliminary Recommendations for Federal Action
September 30, 1996

BACKGROUND

The Action Team on Technical Assistance was charged with reviewing federal training and technical assistance (T/TA) that develops community capacity to produce positive outcomes for children and families and making recommendations for improvement. Over the past four months, the Action Team has gathered information about the current status of federal T/TA by ;

- conducting a Working Meeting on Federal Technical Assistance, co-sponsored with the Together We Can initiative, that brought together customers, providers, and managers of federal T/TA to community initiatives for children and families;

- surveying managers of federal T/TA programs; and

- interviewing program managers who have initiated new approaches to T/ TA.

Although the Action Team's review does not encompass all programs for children and families, it does reflect the perspectives of a variety of stakeholders and a range of programs across federal agencies.

A VISION FOR FEDERALLY FUNDED TECHNICAL ASSISTANCE

Participants in the Working Meeting envisioned a system of federal T/TA to community initiatives for children and families that:

. Maximizes consumer choice and redefines the relationship between the federal government, communities, and T/TA providers. TA would be market-driven, with sites determining the type and timing of T/TA. The federal government would facilitate rather than control federally-supported T/TA.

. Makes T/TA accessible to customers. Information and assistance would be made available on line, in print, and through consultation, as well as through formal presentations. Meaningful access to T/TA requires that Federal agenices work in partnership with local and community leaders to help define community needs and link those localities to appropriate available assistance. Because federal resources frequently support T/TA delivered through state and local government, partnerships with these leaders are critical.

. Supports the community collaborative process as well as program implementation. T/TA would be available to build skills that are critical to the success of collaboration, including strategic planning, developing financing strategies, and measuring results.

. Makes effective use of existing resources , including those of communities and the private sector, and local expertise. T/ TA would employ a variety of strategies and providers, drawing on local experts and assistance from peers in similar communities as well as on outside consultants.

. Forms partnerships among federal agencies, and with state and local governments, for the design and delivery of T/TA. Communities would have access to appropriate T/TA from an array of sources.

. Builds accountability for technical assistance and community outcomes. Customers and federal agencies would evaluate the effectiveness of T/TA in helping communities achieve priority results.

SURVEY OF EXISTING TRAINING/TECHNICAL ASSISTANCE EFFORTS
Findings from the survey of managers of federally-funded technical assistance programs raised several concerns about current efforts in relation to the vision:

Few programs are designed to support either the *process* of bringing programs and agencies together in communities or the *results* defined by these communities. T/TA is designed and delivered to support the achievement of specific agency and program goals. Fewer than half the respondents indicated that they provide T/ TA in partnership with other agencies and organizations.

Most TA is designed and delivered without input from customers. Fewer than half the managers who responded to the survey reported that their customers played an active role in selecting T/TA providers or planning T/TA activities, and even fewer reported that customers were involved in evaluating the assistance they received.

It is difficult for communities to get quick responses to requests for assistance. T/TA is most frequently provided in formal settings such as workshops and seminars. Peer-to-peer assistance, telephone consultation, and on-line delivery systems are less frequently used.

There is little accountability for the effectiveness of T/TA or the programs it is designed to assist. Only a small proportion of survey respondents indicated that customers are involved in planning or evaluating the effectiveness of T/TA.

RECOMMENDATIONS FOR CHANGE
Based on the vision developed in the Working Meeting and the concerns identified in the survey, the Action Team on Technical Assistance recommends the development of pilot T/TA . Plans must be made up front to ensure that this pilot is subjected to rigorous evaluation. Only with that kind of evaluation can this pilot launch the kind of broad system-wide reform that is contemplated. The pilot would be anchored in the following principles:

- **T/TA should be made available to comprehensive community initiatives to support the achievement of community-defined goals for children and families.**

- **Communities should have access to funding so that they can select and purchase T/TA.**

- **Communities should be able to purchase T/TA from a variety of approved providers. including local experts and peers from other communities.**

- **T/TA should be readily available to communities through electronic media and consultation with experts.**

- **Customers of T/TA should be actively involved in evaluating its effectiveness in helping them achieve community goals.**

NEXT STEPS

Provided that the Domestic Policy Council accepts the recommendations of the Action Team on Technical Assistance, the Action Team will design a pilot initiative for review by the agencies.

THE WHITE HOUSE

WASHINGTON

July 26, 1996

MEMORANDUM TO THE DOMESTIC POLICY COUNCIL

FROM: CAROL RASCO CHR

SUBJECT: SEPTEMBER MEETINGS

I am writing to inform you of two upcoming Council meetings - **September 17, 1996** to discuss the implementation of the President's Memorandum on federal family work arrangements and **September 30, 1996** to discuss the Partnerships for Stronger Families initiative. Both meetings will be held from 5 p.m. - 6 p.m. in the Roosevelt Room.

Family-Friendly Workplace Meeting - September 17, 1996
As you may recall, the President's June 21, 1996 Memorandum reiterated his belief that honoring and supporting the concerns of family members in the workplace is vital to good government. The Memorandum directs each executive department and agency to review their personnel practices and develop a plan of action to utilize the flexible policies already in place and, to the extent feasible, expand their ability to provide their employees a broader range of options. On September 17th, we will discuss the federal strategy in place to complete this task. For more information, please see the attached memorandum from Elaine Kamarck and myself that gives guidance for your departmental response, due November 18, 1996.

Partnerships for Stronger Families Meeting - September 30, 1996
Most of your agencies are heavily engaged in the Partnerships for Stronger Families (PSF), an effort to make the federal government more responsive to and supportive of community based plans to serve children and families. We have set the September 30th meeting as an opportunity for each of the five interagency action teams to report to the Council on their progress. Details on the specific goals of each of the teams can be found on the attached fact sheet.

Additional information will be sent to you prior to each of these meetings. Please ask your staff to hold both of these dates on your schedule. I would greatly appreciate your personal participation, if your schedule permits. If you do have a conflict, we will be accepting substitutes only at the Assistant Secretary level. If you have any questions or concerns, please feel free to contact Jeanine Smartt at (202) 456-5228. Thank you.

Attachments:

A. Memorandum from Carol Rasco and Elaine Kamarck

B. Partnerships for Stronger Families Fact Sheet

THE WHITE HOUSE

WASHINGTON

July 26, 1996

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

FROM: CAROL RASCO AND ELAINE KAMARCK

SUBJECT: FAMILY-FRIENDLY WORK ARRANGEMENTS

As you know, the President's June 21, 1996 Memorandum reiterated his commitment to families in the federal workplace. The Memorandum directed all heads of executive departments and agencies to review their personnel policies and programs and develop a plan of action that provides employees more flexibility to meet family demands. To this end, attached please find a suggested format for your department's response, including options that will assist you in assessing your efforts. This review should build on your outline submitted in response to the July 11, 1994 Memorandum in which you were asked to establish a program to encourage and support the expansion of flexible family-friendly work arrangements.

This review is meant to assist you as well as the Administration in assessing how we can best serve our employees and their families. In responding to the questions, please identify any barriers that you may have faced while implementing your agency's family-friendly work arrangements.

By Monday, November 18, 1996 we would like a report that details your agency's accomplishments and ongoing efforts, following the format provided herein. In addition, Carol Rasco will be hosting a meeting with the Domestic Policy Council on September 17, 1996 to discuss these policies.

The White House contacts for this initiative are Lisa Mallory at the National Performance Review (202-632-0150 ext.147) and Jeanine Smartt at the Domestic Policy Council (202-456-5228). By August 15, 1996 please provide them with the name of the person(s) that will serve as representative(s) for your department or agency.

We appreciate your immediate attention to this matter.

Attachments:

A. June 21, 1996 Presidential Memorandum

B. July 11, 1994 Presidential Memorandum

C. Suggested Format for Response

PARTNERSHIPS FOR STRONGER FAMILIES

The goal of Partnerships for Stronger Families is to make the federal government a more responsive and supportive partner in efforts to implement comprehensive community-based initiatives to serve children and families. Many promising domestic initiatives of the Clinton administration have been designed to support community-developed strategies including the Empowerment Zone/Enterprise Community Program and the National Performance Review's State and Local partnerships. This effort will take lessons learned from those models and others across the country and pursue systemic change to make federal practices more supportive of community efforts.

Partnerships is an interagency effort, coordinated by several White House offices including the Domestic Policy Council, the National Performance Review, the Community Empowerment Board, and the Office of Management and Budget. Federal agency staff have formed five action teams to pursue a concrete agenda for administrative action in 1996. The teams and their initial mandates are:

1. **Building Capacity: Technical Assistance** Mission: to inventory federal technical assistance to communities in children and family services and to consider ways to improve interagency coordination and make TA more responsive to customer needs.

2. **Accountability: National Indicators** Mission: to develop options for a system of national indicators of family and child well-being, possibly modelled on the Index of Leading Economic Indicators.

3. **Financing: Flexibility** Mission: to explore federal funding and regulation of efforts to integrate services to children and families, to recommend improvements, and to explain to communities how to maximize federal funding and flexibility.

4. **Information Dissemination** Mission: to inventory federal clearinghouses, web sites and 800 numbers providing information to communities on programs for children and families and to recommend ways to integrate these resources into an easy-to-use reference system -- on the World Wide Web and through non-electronic means.

5. **Promoting Intergovernmental Partnerships** Mission: to examine how a single federal point of contact for states and communities might be implemented, using the HUD/ Connecticut MOU as a model and learning opportunity.

The teams are currently holding their initial meetings and have been asked to submit work plans by the end of May indicating reasonable goals for action in 1996. Participating agencies include Health and Human Services, Housing and Urban Development, Agriculture, Labor, Education and Justice. Each agency is participating on all five teams. Team chairs are Assistant Secretaries or other high-level agency officials. The initiative is being managed by a Steering Committee consisting of the Team Chairs and representatives of the various White House offices.

(7/9/96)

Hold for mtg

RR

THE WHITE HOUSE

WASHINGTON

September 11, 1996

MEMORANDUM TO THE DOMESTIC POLICY COUNCIL

FROM: CAROL RASCO CHR

SUBJECT: MEETING ON FEDERAL FAMILY FRIENDLY WORK ARRANGEMENTS

As you know, the Domestic Policy Council will meet on **Tuesday, September 17, 1996** from 5:00 - 6:00 p.m. in the Roosevelt Room. We will discuss the implementation of the President's Memorandum on federal family friendly work arrangements and hear from experts in the field on how family-friendly policies are making a difference. I encourage you to review the background material attached prior to the meeting.

As noted in the agenda, there will be an opportunity for you to discuss the successes and challenges that your agency has experienced. We will review how the implementation process is working in your agency and how we may be helpful in the future.

Please have your staff provide your clearance information to Jill Pizzuto at (202) 456-2249 by Monday, September 16. If there are additional questions or concerns, please feel free to contact Jeanine Smartt at (202) 456-5228. Thank you.

Attachments:

A. September 17, 1996 Agenda
B. June 21, 1996 Presidential Memorandum
C. July 11, 1994 Presidential Memorandum
D. Memorandum from Carol Rasco and Elaine Kamarck
E. Suggested Format for Agency Response
F. Speaker Biographies
G. Department of Transportation Family Friendly Programs Overview
H. Excerpt from *Recommitting the Workforce*

THE WHITE HOUSE

WASHINGTON

DOMESTIC POLICY COUNCIL MEETING
FEDERAL FAMILY FRIENDLY WORK ARRANGEMENTS
SEPTEMBER 17, 1996
ROOSEVELT ROOM
5:00 - 6:00 P.M.

Welcome	Carol H. Rasco
Introduction	Fran Rodgers, Work/Family Directions
What We Have Learned	Arlie Hochchild, University of California
What's Working on the Federal Level	Gail Batt, Department of Transportation
The Implementation Phase	Faith Wohl, General Services Administration
Discussion	How is the implementation process working in your agency? How can the we be helpful in the future?
Closing Remarks	Carol H. Rasco

THE WHITE HOUSE

WASHINGTON

June 21, 1996

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

SUBJECT: Implementing Federal Family Friendly Work Arrangements

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

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

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

(1) assistance in securing safe, affordable quality child care;

(2) elder care information and referral services;

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

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

(5) policies and procedures that promote active inclusion of fathers as well as mothers;

(6) an effective mechanism by which employees can suggest new practices that strengthen families and provide for a more productive work environment; and

(7) leadership and participation in these policies and programs at the highest level of the agency.

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

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

William J. Clinton

THE WHITE HOUSE

WASHINGTON

July 11, 1994

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

SUBJECT: Expanding Family-Friendly Work Arrangements in the Executive Branch

In order to recruit and retain a Federal work force that will provide the highest quality of service to the American people, the executive branch must implement flexible work arrangements to create a "family-friendly" workplace. Broad use of flexible work arrangements to enable Federal employees to better balance their work and family responsibilities can increase employee effectiveness and job satisfaction, while decreasing turnover rates and absenteeism. I therefore adopt the National Performance Review's recommendation that a more family-friendly workplace be created by expanding opportunities for Federal workers to participate in flexible work arrangements, consistent with the mission of the executive branch to serve the public.

The head of each executive department or agency (hereafter collectively "agency" or "agencies") is hereby directed to establish a program to encourage and support the expansion of flexible family-friendly work arrangements, including: job sharing; career part-time employment; alternative work schedules; telecommuting and satellite work locations. Such a program shall include:

(1) identifying agency positions that are suitable for flexible work arrangements;

(2) adopting appropriate policies to increase the opportunities for employees in suitable positions to participate in such flexible work arrangements;

(3) providing appropriate training and support necessary to implement flexible work arrangements; and

(4) identifying barriers to implementing this directive and providing recommendations for addressing such barriers to the President's Management Council.

I direct the Director of the Office of Personnel Management ("OPM") and the Administrator of General Services ("GSA") to take all necessary steps to support and encourage the expanded implementation of flexible work arrangements. The OPM and GSA shall work in concert to promptly review and revise regulations that are barriers to such work arrangements and develop legislative proposals, as needed, to achieve the goals of this directive. The OPM and GSA also shall assist agencies, as requested, to implement this directive.

The President's Management Council, in conjunction with the Office of Management and Budget, shall ensure that any guidance necessary to implement the actions set forth in this directive is provided.

Independent agencies are requested to adhere to this directive to the extent permitted by law.

This directive is for the internal management of the executive branch and is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable by a party against the United States, its agencies or instrumentalities, its officers or employees, or any other person.

The Director of the Office of Management and Budget is authorized and directed to publish this directive in the Federal Register.

William J. Clinton

THE WHITE HOUSE

WASHINGTON

July 26, 1996

MEMORANDUM TO THE DOMESTIC POLICY COUNCIL

FROM: CAROL RASCO CHR

SUBJECT: SEPTEMBER MEETINGS

I am writing to inform you of two upcoming Council meetings - **September 17, 1996** to discuss the implementation of the President's Memorandum on federal family work arrangements and **September 30, 1996** to discuss the Partnerships for Stronger Families initiative. Both meetings will be held from 5 p.m. - 6 p.m. in the Roosevelt Room.

Family-Friendly Workplace Meeting - September 17, 1996

As you may recall, the President's June 21, 1996 Memorandum reiterated his belief that honoring and supporting the concerns of family members in the workplace is vital to good government. The Memorandum directs each executive department and agency to review their personnel practices and develop a plan of action to utilize the flexible policies already in place and, to the extent feasible, expand their ability to provide their employees a broader range of options. On September 17th, we will discuss the federal strategy in place to complete this task. For more information, please see the attached memorandum from Elaine Kamarck and myself that gives guidance for your departmental response, due November 18, 1996.

Partnerships for Stronger Families Meeting - September 30, 1996

Most of your agencies are heavily engaged in the Partnerships for Stronger Families (PSF), an effort to make the federal government more responsive to and supportive of community based plans to serve children and families. We have set the September 30th meeting as an opportunity for each of the five interagency action teams to report to the Council on their progress. Details on the specific goals of each of the teams can be found on the attached fact sheet.

Additional information will be sent to you prior to each of these meetings. Please ask your staff to hold both of these dates on your schedule. I would greatly appreciate your personal participation, if your schedule permits. If you do have a conflict, we will be accepting substitutes only at the Assistant Secretary level. If you have any questions or concerns, please feel free to contact Jeanine Smartt at (202) 456-5228. Thank you.

Attachments:

A. Memorandum from Carol Rasco and Elaine Kamarck

B. Partnerships for Stronger Families Fact Sheet

THE WHITE HOUSE

WASHINGTON

July 26, 1996

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

FROM: CAROL RASCO AND ELAINE KAMARCK

SUBJECT: FAMILY-FRIENDLY WORK ARRANGEMENTS

As you know, the President's June 21, 1996 Memorandum reiterated his commitment to families in the federal workplace. The Memorandum directed all heads of executive departments and agencies to review their personnel policies and programs and develop a plan of action that provides employees more flexibility to meet family demands. To this end, attached please find a suggested format for your department's response, including options that will assist you in assessing your efforts. This review should build on your outline submitted in response to the July 11, 1994 Memorandum in which you were asked to establish a program to encourage and support the expansion of flexible family-friendly work arrangements.

This review is meant to assist you as well as the Administration in assessing how we can best serve our employees and their families. In responding to the questions, please identify any barriers that you may have faced while implementing your agency's family-friendly work arrangements.

By Monday, November 18, 1996 we would like a report that details your agency's accomplishments and ongoing efforts, following the format provided herein. In addition, Carol Rasco will be hosting a meeting with the Domestic Policy Council on September 17, 1996 to discuss these policies.

The White House contacts for this initiative are Lisa Mallory at the National Performance Review (202-632-0150 ext.147) and Jeanine Smartt at the Domestic Policy Council (202-456-5228). By August 15, 1996 please provide them with the name of the person(s) that will serve as representative(s) for your department or agency.

We appreciate your immediate attention to this matter.

Attachments:

A. June 21, 1996 Presidential Memorandum

B. July 11, 1994 Presidential Memorandum

C. Suggested Format for Response

Guidelines For Response To The Presidential Memorandum

"Implementing Family-Friendly Federal Work Arrangements"

June 21, 1996

In response to the Presidential Memorandum please answer each of the following questions as you address the areas of family support cited in the memorandum.

1. **What is the present situation in your agency with regard to the question?**
2. **What plans do you have to expand or improve this option?**
3. **What is your goal in the coming year, and how will you measure success?**

Please respond to these questions as you consider each of the following:

- How does your agency or department offer assistance to employees in securing safe, affordable child care?
- How does your agency or department provide elder care information and referral services?
- To what extent do employees of your agency or department utilize flexible hours that enable them to spend more time with family or in family and community activities, especially their children's school functions?
- To what extent are telecommuting options available to, and utilized by your workforce?
- What efforts is your agency making to promote the active involvement of fathers and mothers in their children's lives?
- What mechanism is available to employees in your department or agency to suggest ways in which you could be more responsive to their needs as family members and enhance their productivity?
- How is the importance of this initiative made clear, and the options utilized at the highest levels of your agency or department?

Please Be Certain To Include Information About Current Efforts, Future Plans, And Measures Of Success.

In considering your answers to the memorandum, note that the US Office of Personnel management suggested some options to consider in implementing the President's Memorandum of July 11, 1994 entitled "Expanding Family-Friendly Work Arrangements in the Executive Branch". It may be helpful to consider these options in preparing your response.

- Written policy on leave for family responsibilities.
- Credit hours
- Leave sharing
- Leave bank
- Flexible work schedules
- Compressed work schedules
- Job sharing
- Career part-time employment
- Telecommuting
- Satellite work locations
- Child care/development centers on site or near site
- Counseling and referral services for child care
- Counseling and referral services for elder care
- Employee assistance program for family matters

Please do not limit your agency response to only these options. We are interested in learning what options and strategies you may be using or planning to use.

As you respond, please consider the significance of organizational culture and leadership at all levels of management that communicate the importance of family-friendly work arrangements. It is also important to note that the careers of employees utilizing these options should not be adversely affected in any way.

DOMESTIC POLICY COUNCIL MEETING ON FAMILY-FRIENDLY WORKPLACE INITIATIVES
SPEAKER BIOGRAPHIES
SEPTEMBER 17, 1996

Fran Rodgers, Founder and CEO, Work/Family Directions, Inc., Boston,MA.
Work/Family Directions is the nation's leading provider of corporate work-life services. She was recently recognized by Inc. magazine as "Socially Responsible Entrepreneur of the Year." Author of numerous articles including "Business and the Facts of Family Life" in the Harvard Business Review, Ms. Rodgers has also served as the Federal Administrator of New York and New Jersey child care and community programs, a training specialist for the Department of Health and Human Services, and as a Field Representative for the Community and Child Development Programs. She is married to Charles Rodgers, Executive Vice President of Work/Family Directions, and is the mother of two daughters, ages 14 and 18.

Arlie Hochschild, Professor of Sociology, University of California - Berkeley.
Ms. Hochschild work, The Second Shift: Working Parents and the Revolution at Home was named the notable science book of the year by the New York Time Review. In it, Professor Hochschild calls for the government to develop a pro-active family policy. Currently, she is finishing a book, So Little Time, which focuses on family-friendly policies and other options in the workplace. It is based on intensive research in one Fortune 500 company and a review of research on other companies. She has been married to Adam Hochchild since 1965, and they have two sons.

Gail Batt, Workforce Policy Coordinator, U.S. Department of Transportation.
Ms. Batt has over 20 years experience in the design and direction of workforce management programs for the Department of Transportation. She is responsible for the management of numerous family-friendly programs including Family/Medical Leave, Leave Donation, Sick and personal Leave, Telecommuting and Flexible Work Schedules. She received the Federal government's highest honor on behalf of DOT for being a pioneer and leader in worklife programs. Ms. Batt's advice and counsel is often sought by other Federal agencies, state and local governments, and the private sector as they begin to develop their worklife programs. For the past 17 years, she has personally benefitted from DOT's worklife programs. Her flexible work schedule allows her to lead a full life as a mom and a wife.

Faith Wohl, Director of the Office of Workplace Initiatives, U.S. General Services Administration. Overseeing policy development and implementation of child care and telecommuting centers for employees throughout the federal government, Ms. Wohl has played a critical role in incorporating recommendations made by the Vice President Gore's National Performance Review on the family friendly workplace. Previously with DuPont for 20 years, she was Director of Work Force Partnering, Director of Corporate Communications, and Community Affairs among other roles. She has been named one of America's "10 Most Admired Women Managers" by Working Woman magazine and one of "10 People of the Year" by New Woman magazine. Ms. Wohl, a widow, has three children, two stepsons, and eight grandchildren.

Family Friendly Programs are Good for the Government, the Taxpayer, and Government Employees

The Federal Railroad Administration (FRA) is proving that what is good for the employee can be good for the employer through family-friendly telecommuting and alternate work schedule (AWS) programs. Field railroad inspectors have always done most of their work outside the office, but they still needed office space from time to time. Now that technology and DOT policy have made telecommuting possible, the inspectors can do all of their office work at field sites or from their homes. By allowing them to telecommute, FRA has already reduced costs for facilities by $18,237 and eliminated the need for 816 square feet of government-leased space in its initial phase of telecommuting implementation. With additional closings of similar offices, FRA will save a total $80,961 and 5,013 square feet of space in the initial phase alone, with more savings projected as telecommuting increases. In addition to saving dollars, Washington headquarters employees who are participating in telecommuting are helping to save the environment by alleviating urban air pollution and traffic congestion.

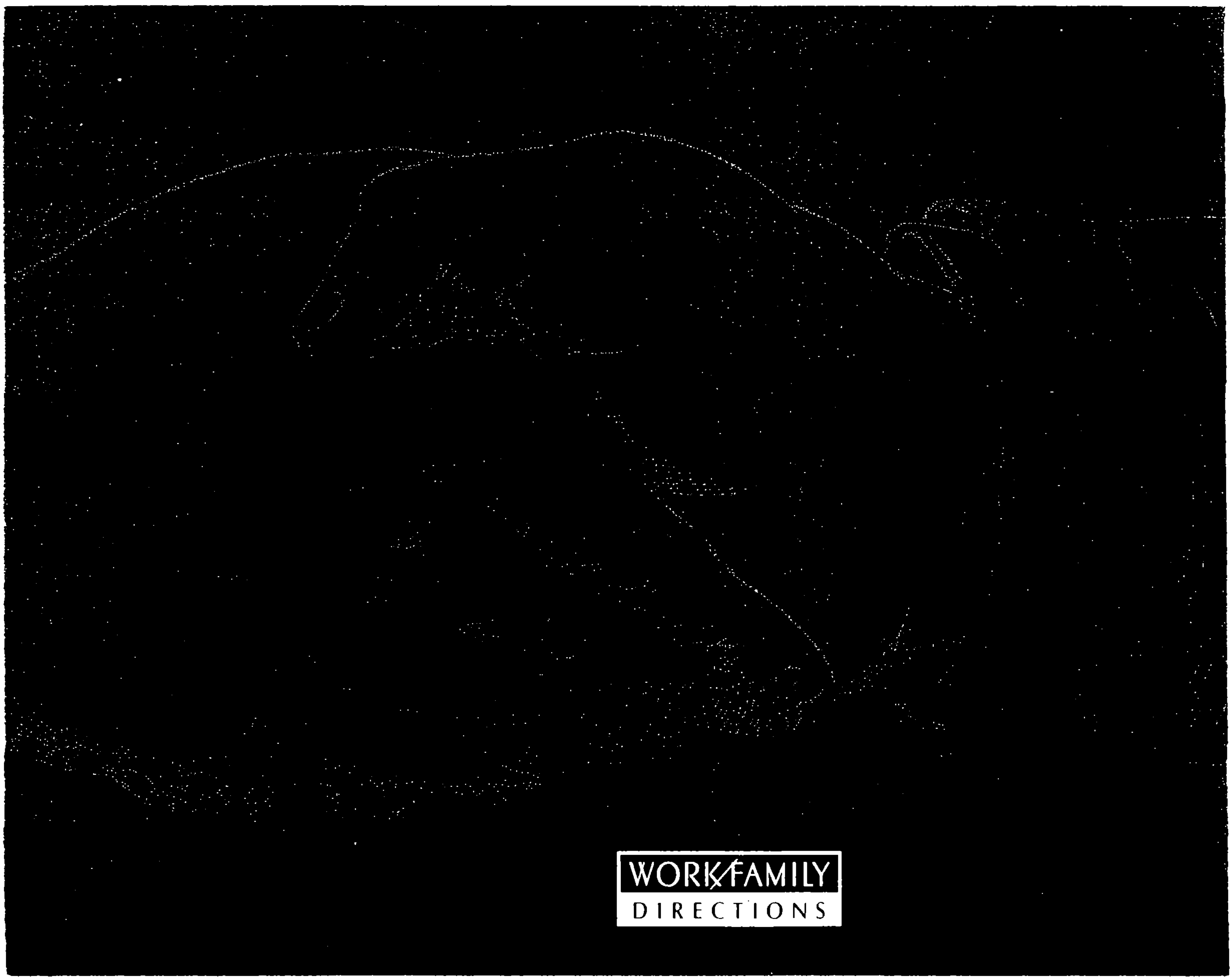
It is significant that FRA's telecommuting program was created and implemented **without** formal negotiations with the union representing FRA employees. FRA management involved the union in every step in the creation and development of the telecommuting program in a true partnering effort which now serves as a model for the Federal Government.

Maxiflex, a personalized work schedule program, has increased productivity and reduced operating costs for railroad inspectors. Inspectors have reported that they can enforce rail safety regulations more efficiently by using the "maximum flexibility" to schedule their surveillance activities. For example, inspectors can schedule longer workdays, workweeks, and split shifts to do inspections outside standard working hours. This way, inspection visits are less predictable for the railroads. Overtime costs have been reduced under a "credit hour" arrangement. Inspectors reduce idle waiting time and travel costs by shortening or lengthening their work days and weeks to meet the unique requirements for each inspection project.

Both of these programs have benefited the railroad inspectors, who spend a great deal of time away from their homes conducting on-site inspections. With telecommuting, they no longer need to report to an office to complete reports, make calls, and do paper work. They can save time by commuting directly between inspection sites and home. Maxiflex enables inspectors to schedule medical appointments, care for sick or elderly family members, and spend more quality time with their families and friends. With the increases in operational efficiency and productivity, there has also been an increase in employee morale.

Recommitting the Work Force

Maximizing employee contribution in an environment of constant change



The new employer-employee compact

Employee commitment in an environment of constant change and restructuring

The idea of healthy businesses and healthy employees growing together is very obvious to me. That's why it makes good business sense. I'm convinced it is the key to our future.

Edgar S. Woolard, Jr., Chairman and CEO
The DuPont Company

American business is in an era where change is the norm; where stability and security are elusive or often short-lived; where global competitors push relentlessly on cost, quality, and response time. As companies gear up, scale back, or shift into new markets, many are finding that the old employer-employee relationship no longer gives them the flexibility and muscle they need. As the balance of work shifts from manufacturing toward information technology and services, the nature of work has changed, and companies can no longer rely on old models to manage their investment in labor to the highest returns.

Companies are reshaping themselves to better meet shifting customer needs. They can no longer offer employees lifetime employment, steady career advancement, and ever-increasing salaries. Yet at the same time they are asking employees to work harder and smarter, to provide better customer service, and to be ready and willing to change with a newly flexible organization.

How can companies expect employees to give their full initiative to an organization that can no longer offer job security or the promise of long-term rewards? To be engaged in and focused on their work in the midst of constant change? This is the business challenge of the 1990s, and the companies that address these questions successfully will be the winners in the years ahead. Because just as companies need to make these sometimes painful changes to remain competitive, so they must earn the full contribution of their employees in order to thrive.

How can companies expect employees to give their full initiative to an organization that can no longer offer job security or the promise of long-term rewards? To be engaged in and focused on their work in the midst of constant change?

Four in ten private-sector workers say they feel their jobs are very or extremely stressful.

One-third expect to burn out in the near future.

Employees' expectation of burnout is significantly reduced when employers:

- **have supportive work-and-family policies,**
- **allow flexible scheduling of work hours.**

Northwestern National Life Insurance Company studies (1991 and 1992)

How must companies change to meet the realities of the new business environment?

Companies have already made their requirements clear to employees: the premium is now on flexibility, adaptability, new skills for new technologies, and constant improvement. They are having more difficulty responding to what employees need from them in return: the freedom and responsibility to do their work well, and the recognition that they have lives outside of work.

Handled clumsily, change can lead to a demoralized, discouraged, and unproductive work force. Handled well, it can recharge an organization's highest performers and focus efforts on the most productive work. The new employer-employee compact is a change in the relationship on *both* sides. And in many ways it is a revolutionary shift in the way work gets done.

This new deal will be different in every organization, shaped by a company's history, culture, people, and the nature of its work, but the broad outlines of that change are emerging through research and experimentation. Adopting a new compact means rethinking benefits to meet the needs of a changing and more mobile work force, eliminating barriers to productivity by offering benefits and supports that address employees' most important personal and family needs. It means giving employees more control over their work, including flexibility in their work hours and location, a greater say in the business and in how the work gets done, and more responsibility for their own careers. It means focusing on employee commitment to the work, the work team, and the customer, rather than on employee loyalty to the company. And it means guaranteeing employability rather than continued employment by giving employees the skills they need to succeed in other parts of the company or at another organization.

If you want to attract, retain, and motivate top-quality employees, you have to pay attention to and respond to the pressures they're dealing with in the balance of their work and their family life. It's all going to depend upon our ability to be flexible and creative.

David Pottruck, President and CEO
Charles Schwab & Co., Inc.

The Changing Employer-Employee Compact

Old	New
Loyalty to company	Commitment to work, work team, and customer
Acceptable performance ↕ Stable work environment, rigid work hours, tight management control	Top performance ↕ Constant change, greater flexibility, more employee control over work, greater employee autonomy and responsibility
Health- and retirement-focused benefits; treatment orientation	Benefits and supports that address important personal and family needs; prevention orientation
Escalating responsibilities, pay	Skills enhancement, training
Lifetime employment guarantee	Promise of *employability,* employee responsibility for continued employment

Workers with more flexible time and leave options and more dependent-care benefits feel more loyal to their employers and are more committed to helping their employers succeed.

Workers with more job autonomy and control over their work schedules are less burned out by their work, take more initiative at work, and plan to remain with their current employer longer than other workers.

Families and Work Institute (1993)

What tools can an employer use to build employee commitment?

Benefits that address important personal and family needs: Employees will give their best performance when they feel the organization respects their lives outside of work, when they feel that their employer delivers on what matters to them. Recent studies have shown, for example, that work-life supports lead to greater employee involvement in change efforts, more employee initiative in solving problems, and other commitment-related results. To the extent that a company can show that it supports an employee's personal needs, it can earn that extra discretionary effort. Depending on an employee's personal and family situation that might mean help getting a teenager back on track in school, finding services for an older relative, understanding how to look for quality child care, or support through a period of depression or other illness. These supports can improve the quality of an employee's life by offering expert guidance through crises as well as through life's normal and predictable transitions. They give the employee a reason to stay at and contribute to the organization, and they help eliminate barriers to getting the work done.

Flexibility: As companies move away from the old employment guarantees, they need at the same time to replace old systems of control and performance measurement. These rigid work rules and systems are now outmoded, and can be a source of frustration and discouragement to employees. Employees no longer need to work within the confines of a fixed eight-hour day, and creative schedules and work arrangements can boost both morale and performance. With adaptability, quality, and responsiveness the watchwords of the new organization, flexibility, empowerment, and employee control are powerful tools a company can apply to make change happen.

Building commitment to team, work, and customer: With decentralization and the fluidity of the new work environments, the ideal of company loyalty needs to be set aside for new forms of commitment. Jobs can be designed to encourage employee commitment to the work itself, quality programs initiated to foster employee loyalty to the customer, and teams organized and empowered to build a sense of involvement in smaller work groups. Loyalty to team and co-workers, real engagement in the work itself, and a strong commit-

The relationship between employer and employee has changed dramatically. Now we choose to work here because we like the place. And we're responsive to each other because we think that's the right thing to do.

Hugh McColl, Chairman and CEO
NationsBank

ment to the customer can combine to serve as the mortar that binds an employee to an organization.

Do work-and-family issues affect our bottom line? Yes. Motivated people, working creatively and productively, produce the best bottom-line results.

J. Michael Cook, Chairman and CEO
Deloitte & Touche

Promise of employability:
Responsibility for career development is shifting back to employees. Employees must acquire the skills that keep them useful to the organization. But businesses can still support their workers by offering opportunities for career development and skill enhancement. Training and work assignments can be arranged to give workers opportunities to keep up-to-date with marketable skills. With the rapid pace of technological change, companies need to train workers in new skills and workers need to invest their time in constant upgrading of their own knowledge and abilities. In order to demonstrate good faith and earn the full commitment of their employees, employers can also give workers training and experience that will allow them to move into jobs elsewhere in the organization, or even at other companies if the need for their skills or labor is phased out. A promise that the company won't leave the workers *unemployable* can help to replace the security of employment guarantees.

The more family-responsive programs and benefits workers take advantage of, the more supportive they are of the changes taking place at the company, as indicated by how often they:

- help out co-workers and supervisors,
- volunteer for work,
- demonstrate initiative, and
- participate in quality circles.

How companies are implementing new deals with their employees

New employer-employee compacts are emerging at many businesses. The challenge for management is to put the pieces together in a way that is meaningful and relevant to the employee while meeting the business needs of the company.

AT&T has been a leader in the delivery of work-life supports as part of its effort to attract, retain, and motivate a diverse work force. Working with the two largest unions representing AT&T employees, the Communications Workers of America and the International Brotherhood of Electrical Workers, it introduced a nationwide child care and elder care consultation-and-referral service in 1989. At the same time AT&T established a $10-million community investment fund, jointly administered with the unions, to address child care and elder care supply issues. The company has since expanded its family resource program to include help with adoption, school issues, children's college and career planning, and a range of personal issues, and has become a key participant in the American Business Collaboration for Quality

Factors considered very important by employees in deciding to take their current jobs (among employees who have joined their businesses within last five years):

1. open communications (65 percent)
2. effect on personal/family life (60 percent)
3. nature of work (59 percent)
4. management quality (59 percent)
5. supervisor (58 percent)

Families and Work Institute (1993)

Dependent Care, adding an additional $15 million to this pooled community investment fund. AT&T sees the payback from its work-life initiatives in a work force that has the tools to deal with distracting and potentially debilitating family and personal situations, and that feels more committed to helping AT&T succeed in the face of rapid change and growing competition.

Stuart Tartarone, a manager at AT&T's Bell Labs, was faced with a difficult family situation in the spring of 1994. His mother, who lived by herself in New York City, was gradually losing the ability to take care of herself. While it wasn't an emergency, Tartarone realized that he needed to figure out where she might live, or what support she might need if her condition worsened. At the suggestion of a co-worker, he called AT&T's family resource program. "I spoke with a counselor in New York and another in New Jersey," Tartarone recalls, "and within a couple of days I had all kinds of information in my hands that I could use to move forward. It would have taken me months to gather that information on my own." Over the next several weeks he explored the options and discussed them with his mother, with the assistance of program counselors. The two eventually narrowed their search to two assisted-living facilities near his home in New Jersey, and have begun the application process. "The service was incredibly helpful," says Tartarone. "We have pretty good benefits here, but this was different. It was real. It helped me through a tough and important situation with immediate information that I could act on. In a sense that's changed the way I think of AT&T."

Pacific Bell has committed itself, since 1984, to a strategy of promoting the wider use of telecommuting—also known as work-at-home, or workplace flexibility. This started as a short-term initiative to reduce employee commuting during the 1984 Summer Olympics, and continued as a "laboratory" effort to test the practice in the hope of selling related services to customers. But employees and managers quickly saw the value of telecommuting as a way to get work done more efficiently while at the same time meeting workers' personal needs—whether they be for less time spent in traffic, more time at home, or simply the opportunity to work with a minimum of disruption. Today, close to 3,000 people—roughly 17 percent of Pacific Bell's management employees—engage in some form of telecommuting at the company. Some work from home—either occasionally or on some regular schedule—using computer, fax, and telephone links to work; others work from satellite offices to avoid trips into downtown San Francisco or Los Angeles. The practice now helps Pacific Bell comply with Southern California's air quality regulations by reducing employee vehicle trips—an unforeseen benefit—and, equally important, it signals respect for employees and their ability to choose the best way to get their work done.

Companies that pull back on old promises without offering anything new in return will be forced to operate with the cost of a full work force but without its full contribution.

Anna Lisa Shoss works as an advertising manager in Pacific Bell's San Ramon office. One day a week, however, she does her work from a satellite office in downtown San Francisco, a short walk from her home. As much of her communication is by telephone with vendors in Southern California and with internal customers throughout the state, she finds the change of workplace "seamless"—her telecommuting is almost invisible to those she works with. In fact, with somewhat fewer interruptions, she is able to get more done on her day in the downtown office, and generally saves larger projects to work on there. In her department, the work arrangement hardly stands out. Her boss and three of her five team members telecommute as well, either from home or from the satellite office. To Shoss, the arrangement has a big effect on her feelings about work. She gets satisfaction from her improved productivity, and finds the saving of even one commute to San Ramon makes the week more bearable.

First Tennessee Bank began a reorganization of its work force into work teams in 1993 as part of an effort to improve customer service and productivity and increase employee commitment. Teams work out their own schedules to balance members' personal needs with customer-service requirements, and are encouraged to take a flexible approach to addressing such issues as peak demand times. Since the effort is closely linked to the company's quality initiative, results have been carefully measured—with impressive results. An account records processing group, for example, rearranged its schedule to better serve customer needs—and to give team members an extra day off each month. The result: customer turnaround time was cut in half—from eight days to four—and the team's quality scores in customer service jumped by 60 percent. Employees on all teams reported boosts in morale, stronger attachments to work, and improvements in their ability to meet customer needs.

Kathy Orr works in the account records processing group at First Tennessee Bank that was able, with self-scheduling, to cut customer response time in half. She and her co-workers have created a schedule that better meets customer needs while giving team members a measure of flexibility for personal needs. They work extra hours at the beginning of the month and take time when the peak period has passed. They stagger their hours—both to extend coverage and to give each other more choice in work hours. And they share coverage when a team member is out. Says Orr, "We work together now. We know each other's accounts, which makes us better on the phone with the customers and helps us to see ways to make improvements. Now everybody pitches in, and it makes the work lighter for us all. I feel better about coming to work every day knowing the team is behind me, and knowing that the company is really trying to be flexible."

Motorola gives all employees at least 40 hours of training each year, and hopes to quadruple that amount by the year 2000. Training is closely tied to business strategies, and employees are taught skills directly related to operational goals. The training program allows the company tremendous flexibility in redirecting employees as business needs change. For example, when team-based management at the cellular products factory in Arlington Heights, Illinois, reduced requirements for technicians and supervisors on the shop floor, those employees were shifted into research, design, and customer service jobs. And the company doesn't focus training on narrow job skills. Cross-training allows workers to apply a range of skills where they are needed, while giving employees a larger view of how their work fits into larger processes and goals.

Ed Combs joined Motorola's Cellular Infrastructure Group in 1988 as a production worker on the third shift. During his first year he was trained in the operation of three pieces of machinery, both to give the company flexibility in applying his labor where it was needed, and to keep his job interesting. He was also assigned, soon after he started, to a week-long training session—held at night—on problem-solving skills. According to Combs, the training and cross-training "kept me motivated. I realized it was benefiting me as much as it was Motorola. And moving to different machines kept the job interesting." Now a program administrator with customer service responsibilities, he credits the training program with drawing out his talents and with helping him move up to a more responsible position at the company.

The future will separate the true 'preferred employers' from the companies that merely throw those words around. Successful companies are the ones that can retain skilled employees by helping them balance work-life responsibilities. A lot of management doesn't see it yet, but it's out there and it's coming.

William Therrien, Vice President of Human Resources
Prudential Insurance Company of America

The importance of forging a new deal

Employees want to do good work, they want to contribute, and they want to feel engaged in what they do. It is the company's job to feed that fire, to eliminate the forces and obstacles that serve to dampen enthusiasm and discourage contribution. As businesses feel their way toward a new relationship with employees, they need to find ways to turn change into a positive force rather than a source of fear and anger. They need to recognize and respect employees' needs in their lives outside of work, and find ways to support their people through all sorts of change. They need to clear away old rules along with old promises, and experiment with new ways of working together.

The stakes are high. The pace of change has quickened. Competition is being felt from new directions. Companies that pull back on old promises without offering anything new in return will be forced to operate with the cost of a full work force but without its full contribution. Those companies that rise to the challenge, that find ways to engage their workers and reapply their energies with flexibility and focus, will seize the opportunities in the years ahead.

One of the biggest issues crippling business productivity today is that company benefits are unrelated to the realities of working people's lives. Closing this gap for people on the front lines of business will unleash enormous change, and bring about the recommitted, re-energized work force every organization is searching for.

Fran Rodgers, CEO
Work/Family Directions

THE WHITE HOUSE

WASHINGTON

Patricia S. Fleming
National AIDS Policy Director

On November 10, 1994, President Clinton named Patricia S. Fleming to serve as National AIDS Policy Director. In that capacity, Ms. Fleming advises the President on issues related to the Federal response to HIV and AIDS. Ms. Fleming oversees AIDS-related policies at all relevant Federal Departments and Agencies, is an integral participant in the development of the budget for AIDS-related programs, and coordinates development of AIDS policy.

A member of the White House Domestic Policy Council, Ms. Fleming also chairs the Interagency Task Force on HIV/AIDS and represents the U.S. government at international meetings on HIV and AIDS.

Ms. Fleming has spent much of her career in public service, working on Capitol Hill, the U.S. Department of Health, Education, and Welfare, the U.S. Department of Education, and the U.S. Department of Health and Human Services. From 1983 until his death in 1992, Ms. Fleming worked for Rep. Ted Weiss (D-N.Y.), first as his Chief of Staff and later as Professional Staff Member of the Human Resources and Intergovernmental Operations Subcommittee of the House Government Operations Committee.

Prior to assuming her current position, Ms. Fleming was a Special Assistant to Secretary of Health and Human Services Donna E. Shalala. In that capacity, Ms. Fleming coordinated and directed HIV/AIDS policy at HHS. Ms. Fleming played a key role in developing the Clinton Administration's response to HIV/AIDS, including creation of the National Task Force on AIDS Drug Development, development of the AIDS Prevention Marketing Initiative, and a coordinated strategy to protect women and infants from HIV.

Ms. Fleming was born in Philadelphia, PA, is a graduate of Vassar College, the mother of three sons, and a resident of Bethesda, MD.

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