Withdrawal/Redaction Sheet
Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. memo	Jody to Hillary re: potential experts (2 pages)	08/14/1992	Personal Misfile
002. paper	re: Dan Quayle (1 page)	06/14/1992	Personal Misfile
003. fax	re: Governor Clinton's Campaign (3 pages)	06/15/1992	Personal Misfile
004. fax	Mark Penn to Ms. Verveer (4 pages)	06/05/1996	Personal Misfile

COLLECTION:

Clinton Presidential Records
First Lady's Office
Melanne Verveer
OA/Box Number: 20026

FOLDER TITLE:

Children - Families/Childcare [2]

2013-0534-S
rc1694

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.
PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).
RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

December 15, 1992

OPPORTUNITIES FOR THE ADMINISTRATION FOR CHILDREN AND FAMILIES TO ADDRESS THE NEEDS OF CHILDREN AND FAMILIES IN CRISIS

The Challenge

The consensus among those who have long served and advocated for abused and neglected children is that the crises these children and their families face today have never been worse and that the child welfare system is severely overburdened and in crisis itself. Growing child poverty, unemployment, homelessness, and substance abuse and its attendant violence are ravaging families and communities and victimizing children.

- o An estimated 2.7 million children -- 42 out of every 1,000 American children -- were reported abused or neglected in 1991, a significant increase from the 1.2 million reported in 1981.

- o Dramatic increases in parental drug and alcohol abuse have contributed to these escalating reports. In some communities as many as 60 to 80 percent of the children who enter care come from families with substance abuse problems.

- o The more than 50 percent increase in children in foster care since 1986 and the growing numbers of very young children and children with complex needs dramatize the overload on the system. Foster parents lack the supports they need to care for children with special needs.

- o Too frequently preventive services are not provided to families to help them avert the crisis at hand and protect, nurture and support their children.

- o Unmanageable caseloads and poor staff supports prevent the system from obtaining and retaining qualified staff who can meet appropriately children's needs. Courts are overloaded too.

In the last 12 years, the crisis has worsened, yet the federal government has provided virtually no leadership on behalf of these vulnerable children and their families.

- o Major child welfare reform legislation enacted by Congress in 1980 (The Adoption Assistance and Child Welfare Act/P.L. 96-272) was repeatedly threatened with repeal and never fully funded. Bare-bones regulations for the Act, issued in 1983, gave little direction to the states, and final regulations have not been issued for any of the program improvements enacted since 1980. Since 1986 Congress has imposed a moratorium on any disallowances for non-compliance with the Act's protections and service requirements.

- o Responsibility for offering help to families and children in crisis and for getting help to families before crises occur is split among the National Center for Child Abuse and Neglect, the Children's Bureau and the Family and Youth Service Bureau; while authority for child care and other early childhood programs, which can offer early supports to troubled families, also is split between the Head Start and Children's Bureaus, and the Office of Family Assistance.

- o Staff within ACF with responsibility for child welfare programs (including eight state grant and 12 discretionary programs) are overwhelmed by their program management tasks, and have no opportunity to address issues in comprehensive ways that translate into integrated community-based service approaches.

- o There are no national data from which to assess the relative status of children who are abused or neglected and at risk of placement, or in out-of-home care, despite the fact that the 1980 Adoption Assistance and Child Welfare Act documented the need for such data. Amendments to the Act, enacted in 1986, specifically mandated that final regulations for a mandatory national uniform foster care and adoption data system be issued by December 31, 1988, and that states would have until October 1, 1991, to fully implement them. Yet even now, more than a year after the implementation deadline, final regulations have not even been issued. Meanwhile, the voluntary reporting system still lags five years behind in available published data, and provides no uniform or comparable data for comparisons of state performance.

The Opportunities

The Department of Health and Human Services (HHS), and specifically the Administration for Children and Families (ACF), has an opportunity to play a critically important leadership role both inside and outside of government, in initiating and implementing reforms on behalf of vulnerable children and their families. In addition to educating the public about their needs and steps to address them, it should take the lead in promoting service coordination and integration on their behalf, provide technical assistance to states and communities, ensure that the rights of individual children and families are protected by monitoring programs and policies and ensuring quality control, and maintain a meaningful research and evaluation agenda. The following are some immediate steps which should be taken in each of these areas. Obviously early enactment of the Child Welfare and Family Preservation Act will provide additional important opportunities for moving the agenda forward on behalf of vulnerable children and families.

Providing Leadership

- o To enable the Department to assume a leadership role in implementing reforms that actually will benefit children and families in crisis, including a range of preventive initiatives, it is important that key positions within ACF, other parts of HHS (the Center for Mental Health Services and the Center for Substance Abuse Services), and in the Justice Department (the Office of Juvenile Justice and Delinquency Prevention) all be filled by persons committed to broad reforms for troubled children and youth and their families. These key staff must share a vision of what comprehensive coordinated community-based systems of services that are family-based and child-focused look like and understand the complex tasks involved in reforming federal and state laws, policies and programs to promote the development of such systems.

- The Secretary of HHS should establish an interdepartmental working group to develop a plan for redirecting federal programs so as to offer greater support to children and families before crises occur and when they are in crisis, including those served by the child welfare, mental health and juvenile justice systems. The working group should involve a variety of outside experts to familiarize the members with innovative policies, practices and programs and suggest ways that the federal government can promote the expansion of efforts which will protect the rights of children and families and promote programmatic and systemic reforms on their behalf.

Enhancing Service Integration and Coordination

- If ACF is to successfully promote the coordination and integration of services at state and local levels, it must take steps first to centralize responsibility for its program initiatives which are now split among various bureaus and offices and the National Center on Child Abuse and Neglect within ACF. Possible groupings for separate offices include early childhood programs (eg. Head Start and child care), family support and community support programs (eg. child abuse prevention programs, the family resource and support grant program, and youth development initiatives), and the programs for children and families in crisis (eg. child abuse treatment, other child protection services, foster care, independent living, adoption assistance, services to abandoned infants and runaway and homeless youth). Because some of the existing organizational structures, such as the Administration for Children, Youth and Families and the National Center on Child Abuse and Neglect, are legislatively mandated, special attention will have to be given to the most effective ways to ensure coordination of policies and programs. Staffing needs for implementation of the Child Welfare and Family Preservation Act should also be anticipated.

- ACF also must establish a system for regular communication and joint planning and policy development with the Maternal and Child Health Bureau, the Medicaid Bureau, the newly established Centers for Mental Health Services and Substance Abuse Services, the Office of

Juvenile Justice and Delinquency Prevention, and the Section 8 unit within HUD regarding the special needs of children and families in crisis. Initial attention should be given to full and prompt implementation of the Grant Program for Children with Serious Emotional Disturbances, administered by the Center for Mental Health Services, and the Family Unification Program, administered by HUD. Efforts should also begin now to prepare for implementation of the Child Welfare and Family Preservation Act when it is enacted.

- The Assistant Secretary for Children and Families should immediately take an active role in the development of the National Health Plan to ensure that the health services (eg. in-home services, day treatment, respite care, etc.) now being provided to children in the child welfare and mental health systems under Medicaid's EPSDT program will continue to be available to meet their individual needs under any new plan that is established. In many cases these services are preventing the placement of these children in more costly and restrictive settings. It is also important that the health care needs of foster and adoptive children be addressed by any plan.

- Formal links should be made immediately with the national foundations (eg. Annie E. Casey, Edna McConnell Clark, Ford, Pew Memorial Trust, W.K. Kellogg, Foundation for Child Development, Robert Wood Johnson) which have undertaken multi-site system reform initiatives on behalf of at-risk children and families. ACF should encourage communication and cooperation among the initiatives, and support the compilation of best practices and lessons learned, from both program and policy perspectives, so that they can inform federal policy initiatives.

<u>Ensuring that Individual Protections and Services for Children are in Place and Being Monitored</u>

- Over the longer run, regulations must be developed which fill out the original framework of services and protections implemented in P.L. 96-272, amendments enacted since that time, and newly enacted program initiatives in the areas of independent living, foster care, and adoption assistance. Since these programs have only been regulated by the Reagan and Bush Administrations, the rules are bare-bones or non-existent, often confusing, and dis-serve both states and children. We also will need good rules for the reforms which hopefully will be enacted early in 1993 as part of the Child Welfare and Family Preservation Act. Efforts also should be made to conform regulations for the various state grant programs targeted on abused and neglected children with these regulations. In the short run, however, program regulations should be issued immediately which: promote the delivery of services that meet families' individual needs and ensure that they receive benefits for which they are eligible; help families prepare for children's return from foster care by allowing retention and early start up of AFDC when reunification is the goal for the child; require frequent visits and contact with parents and siblings; and improve case planning and case review by requiring thorough assessments of need and the ongoing appropriateness of services actually provided.

- o Final regulations should be developed and published immediately which mandate the development by state child welfare agencies of information systems that will provide timely uniform national data on the status of children in foster care and those being adopted, and the opportunity for meaningful state specific analyses and cross state comparisons. These regulations should build upon the recommendations of the Advisory Committee on Adoption and Foster Care Information, the Secretary's May 26, 1990, Report, and the Department's September 27, 1990, Proposed Rulemaking for Data Collection for Foster Care and Adoption. The new mandatory system should build upon existing case management systems in states and produce comprehensive data that are uniform, timely and reliable. Recognizing the need to help states implement such systems, the Child Welfare and Preventive Services Act will temporarily provide federal funds at a 90 percent matching rate to assist states in planning, designing, developing or installing such systems as required by the Secretary. This system should be coordinated with the child abuse and neglect data system being developed by the National Center on Child Abuse and Neglect.

- o Additional qualified and trained staff are needed to ensure that ACF will have the capacity to monitor states' activities and assist state officials as they prepare to implement the new national foster care and adoption data system and the Child Welfare and Family Preservation Act when it is enacted early in 1993.

- o A task force chaired by the Assistant Secretary for Children and Families, which includes representatives of relevant federal offices, as well as public and private agencies, courts, attorneys representing children and parents, and other child advocates, should be convened to develop and implement a meaningful program and policy compliance review system, which follows the outline included in the Child Welfare and Family Preservation Act. It should establish a process for monitoring the implementation of safeguards and outcomes for children and families, ensuring states assistance in taking the corrective action necessary to achieve compliance, and imposing penalties when substantial compliance is not achieved.

<u>Improving Technical Assistance and Training</u>

- o Guidance to states and communities is essential if federal programs and policies are to be implemented effectively and steps must be taken immediately to strengthen the role of the national resource centers and regional offices in providing technical assistance. There are currently nine national resource centers that are at least partially funded by ACYF to offer assistance in the areas of child abuse prevention and treatment, family-based services, foster care, youth services, the adoption of special needs children, the legal aspects of child welfare, and child welfare management and administration. These resource centers, if adequately funded and charged with aiding states and communities, could offer important guidance in program and policy development. The regional offices also should be restructured and provided with the substantive expertise necessary to enable them to offer help to states for needs assessment, design and coordination of programs, and implementation of programs and policies, as well as monitoring and evaluation activities.

- Clarification and guidance must be provided to the states about how federal resources under the Title IV-E Foster Care and Adoption Assistance Programs can be used to support the training and retraining of child welfare staff, foster and adoptive parents, and other service providers. Full support should be available for staff supervising or directly providing services to children who are at-risk of placement or already in care, irrespective of the eligibility of individual children for the federal foster care and adoption assistance programs.

Strengthening Research and Evaluation

- Research and evaluation have contributed to the momentum for expanded efforts in the areas of family support and family preservation and it is important that ACF play a leadership role in these areas. ACF should enhance its capacity to conduct its own service related research studies and evaluations, and to assemble the results of related ongoing research so that they can appropriately instruct federal policy initiatives.

Eric make copy for me and give a copy to Melanne

THE WHITE HOUSE

WASHINGTON

March 16, 1993

93 MAR 16 A9:36

MEMORANDUM FOR THE PRESIDENT

FROM: Carol H. Rasco

SUBJECT: Children/Families Initiatives

You asked that a piece on Children and Familes be put together to determine just where we are with this initiative. Please see the attached written by Bill Galston. Seems to me that his recommendations are sound and implies that we not publish something extensive at this time like the Technology Paper, but rather we target a summer announcement of some type of Children's Council. At that time, we would highlight accomplishments to date and outline actions for the future.

Please advise.

March 15, 1993

TO: Carol Rasco
FROM: Bill Galston
SUBJ: Children, Youth, and Family Initiatives/draft 2

The following memorandum is in response to your request for an inventory of Administration budget proposals and other initiatives concerning children, youth, and families. It is divided into four sections. The first enumerates what has been accomplished or proposed to date; the second compares that list to the President's principal campaign promises; the third compares that list to the principal recommendations of the National Commission on Children; the fourth offers an analysis of some trouble spots and recommendations for addressing them.

1. Accomplished or proposed to date

Legislation

o **Family and Medical Leave Act**--passed by the Congress and signed into law by the President

Stimulus Package

o **Head Start Summer Program**--a new Head Start summer program, which would eventually serve up to 350,000 disadvantaged children

o **Chapter 1 Summer School Program**--new, one-time supplemental funding of $500 million to expand summer school programs for educationally disadvantaged children

o **Chapter 1 Census Supplemental**--$235 million in 1993 to mitigate (but not eliminate) the effects on distribution of Chapter 1 funds caused by changes in the location of poor children that occurred between the 1980 and 1990 census

o **WIC**--added 1993 funding of $75 million, which will permit the program to serve 300,000 additional participants, most of whom will be children ages 1-4

o **Child and Adult Care Food Program**--an increase of $56 million to pay for meals and snacks at Head Start centers to serve children in the proposed Summer Head Start program

o **Childhood Immunizations**--$300 million to support a community based effort to finance vaccine purchases and education and outreach campaigns, with the goal of immunizing 1 million children during the summer of 1993 o **Summer Youth Employment and Training Program**--an additional $1 billion for the summer of 1993, which will finance almost 700,000 additional summer jobs for disadvantaged youth ages 14-21

o **Summer of Service**--$15 million for the summer of 1993 promoting service to meet the needs of at-risk children and to train more than 1000 young people as service leaders

o **HOME investment partnership**--accelerated spendout of $2.5 billion in previously released affordable housing funds

o **Public housing modernization**--accelerated spendout of HUD's backlog of unspent modernization funds

o **Supportive Housing Program**--accelerated investment of $423 million in the Program, which offers shelter and a wide rnage of services to homeless persons

o **Single Family Housing Guaranteed Loans**--an additional $235 million in single family guaranteed loan authority, serving principally rural and small town family needs

<u>Investment Package</u>

o **Housing subsidies**--double HOME funds to the authorized level of $2.2 billion; increase houisng vouchers from 40,,000 annually in 1993 to 100,000 in 1998

o **Supportive Housing Program**--a $138 million increase for 1997, a doubling of the program, which addresses homelessness and its causes

o **Public Housing Operating Subsidies**--an additional $121 million in 1997

o **Preserving and renovating low-income housing**--$384 million in 1997, and $858 million over the next four years

o **Crime in public housing**--$138 million for an Urban Partnership Against Crime Initiative to address the increase in gang- and drug-related crime activity in many public housing developments

o **Restore dilapidated public housing**--an additional $138 million in 19997 to rehabilitate severely run-down public housing projects that cannot now be inhabited

o **Full funding of Head Start**--an increase of $3.2 billion in 1997, $8 billion over four years, achieving full funding for 1.4 million eligible children by 1999 o **Head Start-related child care feeding**--an additional $237 million in 1997 to pay for additional meals for participants added by the Administration's Head Start initiative

o **Head Start-related Medicaid**--$116 million in 1997 to fund new entrants in the Medicaid program resulting from Head Start expansion

o **Full funding of WIC**--an additional $1 billion in 1997 to serve all eligible children ages 1 to 4, including some 2 million who were not served in 1992

o **Parenting and family support**--$500 million for FY 1997

o **Education reforms and initiatives**--$2.7 billion in 1997, $6.2 billion over four years, to support systemic educational reform, improvements in the Elementary and Secondary Education Act, a new Safe Schools Program, student loan program improvements, and support of Historically Black Colleges and Universities

o **National Service**--new investment of $7.4 billion over the next four years to increase education and training opportunities for young people while addressing a range of unmet national needs

o **Summer youth employment and training program**--an increase of $625 million in 1997 and $2 billion over the next four years, financing about 2 million additional summer jobs

o **Youth apprenticeship**--$500 million in 1997, $1.2 billion over four years, to finance a nationwide system of school- and work-based learning programs for high school youth who do not plan to attend college

o **Earned Income Tax Credit**--an EITC increase of $6.7 billion in 1997, $19.9 billion over four years, to assure that families headed by full-time workers will no longer live in poverty

o **Welfare reform**--a forthcoming comprehensive plan to end welfare as a permanent way of life through increased training, parenting, and family support for moving people from welfare to work, coupled with tougher enforcement of parental respnsibilities

2. Comparison with principal campaign promises

<u>Promise</u>	<u>Action</u>
Family and Medical Leave	Enacted and signed
Fully fund Head Start	Proposed

Fully fund WIC	Proposed
National standards and testing	To be proposed in fast-track education reform bill
Youth apprenticeship program	Proposed, with partial funding
Public school choice	No action; pending
Use Chapter 1 to "level the playing field"	Partially addressed in the stimulus package; to be addressed in the ESEA reauthorization later this year; partial funding provided in the Investment Budget
Increase flexibility in local use of federal education funds	To be addressed in fast-track bill and ESEA reauthorization
Parenting programs	Proposed
Require federal contractors to offer jobs for disadvantaged youth	Pending
School safety and security	Proposed
Bilingual education reform	Pending; to be addressed in ESEA reauthorization
Tougher child support enforcement	Pending; to be addressed in the context of welfare reform
National child care network	No action
Tougher standards for child care facilities	No action
Welfare reform	Pending
$300 child tax credit	No action
Increase EITC to eliminate working poverty	Proposed
Expand the HOME program	Proposed
Increase funding to maintain public housing	Proposed

3. Comparison with key National Commission recommendations

Commission recommendation	Administration action
$1000/child refundable tax credit	No action
EITC expansion	Proposed
Child support assurance	No action; possible in the context of welfare reform
Transitional assistance for welfare recipients	Pending
Fundamental health care reform	Pending
Full funding for Head Start	Proposed
Systemic school reform	Pending; to be addressed in "fast-track" reform bill
Equitable school finance	Addressed in stimulus package; pending in ESEA reauthorization
Public school choice	No action/pending
Increased effort to combat dropouts, teen pregnancies	Pending (for summer announcement)
Youth employment/ apprenticeship	Proposed
Family and medical leave	Legislation enacted
Employer-based flex-time and career sequencing	No action; requires DoL jawboning
Improve availability, affordability, and quality of child care	Minimal action
Expand/improve preventive services for vulnerable children and their families	Proposed
Greater coordination of child and family policies across the executive branch	Pending

Decategorization of selected federal programs to bring greater cohension and flexibility	Pending (in context of welfare reform)
Incentives to encourage state/local coordination on child/family programs	No action
Increase salaries and training opportunities for teachers and early childhood/child welfare practitioners	Pending (in context of family preservation)
Enhance recording industry efforts to avoid distribution of inappropriate materials to children	No action
Enhance efforts by television producers to improve content of programming for children	No White House action; some preliminary steps by the FCC (see attached article)
Increase opportunities for national and local community service	Pending

4. Brief analysis and recommendations

As you can see from the above, we have numerous areas of strength in the children, youth, and family arena, particularly in Head Start, WIC, Family and Medical Leave, education, and public housing. As you have pointed out, aadequate funding is a necessary but not sufficient condition for sound public policy; we also need to ensure that our proposals in programs such as Head Start and Chapter 1 embody genuine reform, not just mindless expansion of the status quo. (Recent and proposed meetings with HHS and OMB represent good first steps toward this objective.)

Beyond the bright spots, we have some very conspicuous weaknesses. Let me enumerate a few current or potential problems.

o The Administration budget does very little for child care, although some non-budgetary regulatory changes affecting quality and flexibility are of course possible.

o While the budget does use the EITC aggressively to address the problems of the working poor, its failure to include a broader child tax credit leaves most middle-income families out in the cold. (This is obviously a problem to be addressed in the medium to long term.)

o The Education Department's draft of the fast-track reform bill includes no more than a passing mention of public school choice. The President will now have to decide whether he wishes to push ahead farther and skirmish with the anti-choice education establishment.

o The Family and Medical Leave Act is a terrific first step, but it does not address all of the multiple tensions between work and family. I believe we need systematic consultation with the Department of Labor to determine how employers can best be encouraged to move forward on issues such as flex-time amd job-sharing.

o Much is riding on the welfare reform process, but as you know so well, it is not clear how far comprehensive reform can go in the absence of serious funding. Our current strategy--breaking out specific issues such as tougher child support enforcement--represents a sensible first step and is probably the best we can do for now.

o It is important to keep focused on discussions leading to a major anti-teen pregnancy announcement this summer.

o More broadly: the National Commission emphasizes family structure as one of the principal determinants of child well-being. I think they are dead right about this and that we ought to work their analysis into our policies and public statements. We can and should collaborate with Sen. Moynihan in this effort, which could include such efforts as

* a declaratory policy in favor of family integrity and against families headed by unwed teenagers
* a mandatory annual report from HHS on the state of US families utilizing key indicators of family strength
* the mobilization of the best current research on the relation between family structure and child well-being

o We should think about giving highly audible visible White House support to the creation (and where appropriate, enforcement) of standards for the content of recordings and television oriented to children and youth. It might make sense to initiate conversations with Mrs. Gore's staff to explore their current thinking on this matter.

o As of now, we are weak in the area of policy coordination (at both the federal and state/local level), which the National Commission rightly emphasizes. We should continue working toward a late summer announcement of an inter-agency, White House-driven working group on children, youth, and families, along the lines of the community development operation.

Conclusion

On the basis of this review, I am not convinced that we are yet ready to go with a systematic children, youth, and families statement along the lines of the President's science and technology paper. Instead, I believe that we should use the process initiated by this memorandum to move forward on our areas of vulnerability, with the aim of producing such a document by late summer or early fall.

A choice by the President to speak at the National Commission summit could serve as a very useful action-forcing event. But even if he declines to do so (perhaps because of its proximity to the crucial April 4 meeting with Yeltsin), we should decide on a course of action and pursue it aggressively in conjunction with Education, Labor, HHS, and anyone else you deem appropriate.

'Flintstones' and Programs Like It Aren't 'Educational,' F.C.C. Says

By EDMUND L. ANDREWS 3/4/93

Special to The New York Times

WASHINGTON, March 3 — Federal regulators are putting television stations on notice: contrary to the past practice of many broadcasters, cartoons like "The Jetsons" and "The Flintstones" can no longer count as "educational and informational" programming.

The announcement, issued on Tuesday by the Federal Communications Commission, may not come as news to parents, whose households are inundated with cartoon turtles, rabbits and robots.

But it could prove upsetting to broadcasters, who are required by a law enacted in 1990 to demonstrate their commitment to the educational needs of children as a condition of renewing their lucrative licenses every five years.

Providing further evidence of a new approach, the agency has in recent weeks delayed renewing the licenses of seven stations, demanding that they provide better evidence that they were meeting their educational responsibilities in children's programming. The stations are WDCI in Cleveland; WTLW in Lima, Ohio; WRGT in Dayton, Ohio, WYTV in Youngstown, Ohio; WAQP in Saginaw, Mich., and WGPR and WADL, both in Detroit.

A Tough New Line

Taken together, the actions are a sharp departure from the commission's reluctance during the Bush Administration to impose strict regulation. Under Alfred C. Sikes, who resigned as chairman of the F.C.C. the day before President Clinton took office, agency officals had argued that the law is so vague that stations were well within their rights to say that shows like "Leave It To Beaver" were educational.

The 1990 law, known as the Children's Television Act, is notoriously vague, and some television stations have tried to fill the bill by citing the educational value of "G.I. Joe," "Su-

Continued on Page A9, Column 3

'Flintstones' and the Like Are Not 'Educational,' F.C.C. Says

Continued From Page A1

perboy" and reruns of old favorites like "Leave It To Beaver."

Now, one week before a Congressional committee is to hold an hearing on whether broadcasters are trying to skirt the educational requirements, the commission is taking a tough new line. The F.C.C. has the authority under the 1990 law to impose the new rules on its own. The final form of the rules will probably emerge in about a year, after the F.C.C. receives public comment.

In a notice proposing stricter rules, the agency said there has been "little change" in the amount of children's programming since the law was passed, and it criticized attempts to label "G.I. Joe" and "The Flintstones" as educational.

"We do not believe that this level of performance is, in the long term, consistent with the objectives" of the law, the agency said. The commission also said that television stations should only be able to cite programs that were primarily meant for education, rather than entertainment shows that happen to include a pleasant social theme. And it asked for comment on whether it should decide how much educational programming constitutes a bare minimum for satisfying the law.

Willing to Regulate

The new stance on children's television reflects the increased willingness of Democrats to regulate business, an attitude that could show up in other issues on the commission's agenda, including regulation of cable television charges. Although President Clinton has not named a successor to Mr. Sikes, the acting chairman of the F.C.C. is a long-time Democrat on the commission, James H. Quello.

"There's no doubt that Congress and the activist groups are very interested in seeing this law enforced," Mr. Quello said today. "If I were a broadcaster, to be on the safe side I'd have a show that was specifically meant to be educational."

But it remains unclear whether children's television will become noticeably different. The law explicitly gives broadcasters great latitude in how they fulfill their responsibilities, and even ardent advocates of stricter rules for children's television have had a hard time defining the legal difference between "educational" shows like "Sesame Street" and "entertainment" like "Yogi Bear."

Worldvision Enterprises

"The Jetsons" and other television cartoons like it can no longer count as "educational and informational" programming, according to a notice issued on Tuesday by the Federal Communications Commission.

The Cable Factor

If the F.C.C. ultimately imposes extremely strict rules, over-the-air broadcasters could lose more ground to cable television systems, which are not subject to relicensing and not under any responsibility to provide educational programming. Strict rules could also put pressure on the major television networks, which might be obliged to produce more programming that has limited commercial and profitmaking potential.

The toughened stance comes amid growing criticism from Congress about lax enforcement of the Children's Television Act. The House Telecommunications Subcommittee has scheduled a hearing on the issue for next Wednesday, featuring advocates of tougher regulation as well as Shari Lewis, host of a children's show on public television, and her sock puppet Lamb Chop.

"My feeling is the F.C.C. and the broadcasters have been winking at each other for the past few years," said Representative Edward J. Markey, Democrat of Massachusetts and chairman of the subcommittee of the House Energy and Commerce Committee. "I think the F.C.C. has the bully pulpit and the daily regulatory clout to insist upon higher standards."

But he added that the F.C.C. faces a difficult challenge setting specific guidelines about the amount or kind of educational programming necessary to qualify a television station. Mr. Quello noted that the law was deliberately left vague because of widespread concern about violating broadcasters' rights to free speech, and that the law explicitly approved of some entertainment shows like "Fat Albert and the Cosby Kids" or "Winnie the Pooh," that are seen as offering thoughtful comment on important social or personal issues.

Advocates for stricter requirements in support of children's programming said the F.C.C.'s notice marks a potentially important change. "I think it's a good sign," said Kathryn Montgomery, co-director of the Center for Media Education, a not-for-profit organization in Washington that has called for tougher enforcement. "Broadcasters thought they could just pepper in prosocial moments in their regular cartoons, but that's not going to work anymore."

Carnegie Corporation of New York

437 Madison Avenue, New York, N.Y. 10022 • (212) 371-3200 • Telex: US166776 • Fax: (212) 754-4073

David A. Hamburg, M.D.
President

December 8, 1992

Hillary Rodham Clinton
Clinton Transition Office
1120 Vermont Avenue, N.W.
Washington, D.C. 20270

Dear Hillary:

It was great being with you today. I found our discussion profoundly stimulating and encouraging. I will follow up on the matters we discussed and help in every way I can.

On return to the office, I found this paper by John Gardner, written for our meeting later this week on community organizations and youth development. It is an important statement, highly relevant to your current mission.

More to come...

With every good wish,

As always,

David

Enclosure

Prepared for Delivery
Carnegie Council on
Adolescent Development
Friday, December 11, 1992
Washington, D.C.

REINVENTING COMMUNITY

John W. Gardner

"It takes a community to bring up a child." Either Robert Aldrich said that or it's an African proverb. I have citations for both sources.

Let's amend it to read "It takes family and community to bring up a child." As an illustration, consider the subject of values. No nation or community can survive without a base of shared values. People don't have to agree on everything but they have to agree on some things. Shared values are of critical importance in maintaining the web of custom and meaning and mutual expectations that characterize a healthy community.

Out of deeply-held values comes the sense of purpose and commitment that gives meaning to life. Humans long for meaning, but it isn't drawn from college philosophy texts. It's not that the texts are unimportant, but that the first weaving of the web of meaning begins in the cradle and continues in the family, school, church and neighborhood. It will be more coherent if the young person encounters a healthy condition of community in all these places (or even in some of them).

Absence of instruction in values is the least of our problems. The child is bombarded by value-instruction, for good or evil, every waking hour, at home and in school, in Sunday school and at the movies and in front of the television set. The playground teaches. The street corner teaches. Television teaches.

The instruction is vivid, disorderly and incessant, teaching good lessons and bad, by precept and example, in children's games and unlawful transactions, through incident and story, in an all-out assault on mind and heart. No one escapes. Banish from your thoughts any picture of value education as involving an older mentor quietly instructing a child in the rules of behavior. The environment teaches – insistently and in many voices, good lessons and bad. Where family and community have disintegrated, the likelihood of good lessons is minimal.

And therein lies the problem. Both family and community have suffered devastating blows and, to be blunt about it, neither will ever be wholly reinstated in its old form.

No need to review here all of the devastating forces that have afflicted the family. I shall just mention one to stand as a symbol of the rest. The two-income family, now deeply rooted in contemporary economic and social patterns, is here to stay. And all too often that means no one at home during the critically important after-school hours. We wring our hands and wish that the reality would go away. But a sounder course -- in this and a number of other problems afflicting the family-- is to say "Given the reality, what can we do? What concrete steps can we take to strengthen the family, or to alter the circumstances that undermine it?" As it happens, there's a great deal that we can do.

Turning from family to community, we see the weakening and collapse of communities and of coherent belief systems. We see the loss of a sense of identity and belonging, of opportunities for allegiance, for being needed and responding to need -- and a rise in feelings of alienation, impotence and anomie. People lose connection. More and more lost and rootless people drift through life without allegiance to anything. Too many of them lack any supportive network. The rise of the so-called "support group" is no accident. Where can individuals turn to still their anxieties when there is no longer a web of reciprocal dependencies?

But the sensible way of dealing with the loss is the same as recommended earlier for families: stop lamenting the loss of old patterns and ask what steps must be taken toward new patterns. The shift of emphasis is easier in the case of community because the old patterns are so clearly no longer workable.

Everyone treasures the image of the traditional community, but it is *not* an appropriate model. They say it's never wise to be nostalgic about something unless you're absolutely certain it won't come back.

The traditional community tended to be homogeneous and we must live with diversity. It experienced relatively little change and we have no choice but to live with change. It demanded a high degree of conformity, but our communities today must allow ample room for individual freedom and responsibility. The traditional community was often unwelcoming to strangers and all too ready to reduce its communication with the outside world, but the contemporary community has no choice but to maintain highly permeable boundaries. The traditional community could boast generations of history and continuity. Most communities today lack that advantage and face the necessity of consciously building and rebuilding their shared culture.

Today the phenomenon that we think of as community may crop up in many different settings. A particular school may have all the characteristics of a healthy community. So may a religious congregation, a factory, or a neighborhood.

So where do we start re-building community. My answer is "anywhere and everywhere we can." We don't really know what forms community will take in the future. But we do know what functions a community serves and we can hope to create settings in which those functions may be performed.

I have already discussed one function -- the community as a generator of value systems.

Another function of community is to maintain a network of mutual support. It is the arena in which we come to understand our obligations to one another. The traditional community, whatever its shortcomings, did create, through the family, through the extended family and through all the interlocking networks of community life a structure of social interdependency in which individuals gave and received support -- all giving, all receiving. With that no longer available, we must seek to reconstruct comparable structures of dependable interdependency wherever we can -- in the workplace, the church, the school, the youth-serving organizations, and so on.

In a neighborhood that has suffered severe social disintegration and no longer enjoys a sense of community, the web of *mutual* support is missing. It is a mistake to suppose that the delivery of social services is enough in itself to correct that problem. One may provide welfare checks from outside, food stamps from outside, medical care, whatever. Unless steps are taken to rebuild community, the individuals and families involved will still feel helpless.

A good community nurtures its members and fosters an atmosphere of trust. Members deal with one another humanely, respect one another, and value the integrity of each person. Everyone is included. The young person learns the necessary accommodations of civil discourse. There is a spirit of mutuality and cooperation. School community service programs help.

Turning to another function, consider community as an instrument for the accomplishment of group purpose. At this moment in history, humans are doing very poorly in the accomplishment of group purpose, partly because their efforts are so often undertaken without a base of community to build on. Even if a group is relatively homogeneous it must deal with diverse individuals; yet it must act as a group. So it must reconcile group purposes with individual diversity. On the larger scene the diversity is supplied not by individuals but by sub-groups -- national, ethnic, religious, linguistic -- whatever. How to achieve wholeness incorporating diversity is one of the root problems today -- on our college campuses, in our cities, and on the international scene.

To prevent wholeness from smothering diversity, there must be a philosophy of pluralism, an open climate for dissent, and a relentless intent to extirpate racism, sexism and other discriminations. All individuals and groups must have reason to believe that they are accepted and respected and that their voices will be heard.

To prevent the diversity from destroying the wholeness, there must be institutional arrangements for diminishing polarization, for teaching diverse groups to know one another, for coalition-building, dispute resolution, negotiation and mediation.

Motivation is another dimension in which community furthers the accomplishment of group purpose. A community can pull extraordinary performances out of its members. It can tap levels of emotion and aspiration that might otherwise remain dormant.

Now, approaching the subject from another angle, I'd like to mention several steps that can be taken to build community.

One is effective internal communication. Members of a well-functioning community communicate freely with one another. In large systems (cities, corporations) much conscious effort is needed to keep the channels of communication open among all elements of the system, and to combat the we-they barriers that impede the flow. There must be occasions when members gather; there must be meeting places, public forums.

Another necessary ingredient in the building of community is participation. Widespread participation doesn't just happen. There must be a community culture that enables all individuals and sub-groups to feel confident that their needs will be considered. Then they'll participate.

There must be a responsive and accountable political process. In cities and neighborhoods effective collaboration between private sector and government is essential. In the nonprofit sector, particularly, there are endless opportunities to weave the fabric of community at the grass-roots level. But many nonprofits are so wrapped up in their own specialized tasks that they never explore the possibility of serving the cause of community more broadly.

The citizen voting or speaking out in public meetings is participating, but so are the parents who rear their children with a sense of community responsibility, so is the teenager who volunteers to tutor disadvantaged children. The healthy community has many ways of saying to the individual "You belong, you have a role to play, and the drama has meaning."

I might mention finally the function of the community as provider of identity and a sense of belonging. Most humans need a sense of belonging, need to find companionship and escape aloneness. They need a sense of allegiance. If it is not supplied in healthy contexts, some youth will seek it in street gangs, some adults will seek it in authoritarian cults.

Well, that is the conceptual framework within which I see the work of the Carnegie group. They are hard at the task of reinventing community. Old patterns have broken down. We don't really know with certainty what the future patterns will be. But we know what young people need. We know why they're hurting. We know why so many of them are casualties. We know what's missing.

And the Carnegie Task Force has focussed on a gravely neglected segment of the whole process -- that having to do with the non-school hours. The youth-serving organization can be a community in its own right. More important, it can build community. Dealing with a segment of the day that reflects most vividly the breakdown of the larger community, these organizations can contribute to the regeneration of shared values and the re-weaving of a larger whole composed of family, extended family, school, church, and the entire surrounding community.

There are a great many youth-serving organizations that will have to learn new patterns of functioning. Foundations and government agencies will have to help with the present underfunding. The youth-serving organizations themselves will have to re-double their efforts, stifle all manifestations of organizational vanity, conquer the turf syndrome and work together, work with the school, work with local government, bring parents in as partners, enlist young people as co-developers and forge a new future.

Let me conclude with some comments on the state of the nation. We are in deep trouble on many fronts. You know the distressing story as well as I -- a $4 trillion debt which is in effect a tax on our grandchildren, a system of campaign financing that invites scandal and cynicism, unemployment, poverty, troubled schools, neglected children, racial conflict, environmental degradation, a gravely inadequate health care system, decaying infrastructure, international crises and so on. There was exaggeration in the remark of a television commentator that we are sliding swiftly toward the status of a second-class nation -- but everyone knew what he was talking about.

In the brief time since the election, I've read scores of articles which imply that now it's all up to the President-elect. Wrong! A lot of it's up to him. A lot of it's up to us. We -- we the people -- have been living beyond our means, consuming more than any other people on earth, tolerating mediocrity, dodging the hard decisions. And now many are dreaming of an easy way out. A great many Americans made it clear, in elections at all levels, that they wanted a change in leadership. The question remains whether they are willing to change themselves. If we remain in the self-indulgent and cynical mood of the Embarrassing Eighties, the best leaders in the world can't save us. There is no easy way out.

To put ourselves powerfully back on the path to a good future, everyone will have to make sacrifices, pay more taxes, try harder, give more. Are we up to that? We will have to have the guts to tackle *systemic* problems such as the scandal of campaign financing. Are we ready for that? We will have to forsake shallow diagnoses and short-term fixes and commit ourselves to the long-term effort that is needed. It is in the latter category that I put the rebuilding of community. Re weaving the fabric of American life will be slow, unglamorous work. Do we have the staying power?

Thoughtful people recognize that a turn-around will call for a *massive* national effort, one of the great efforts in our history. Many Americans now alive remember how we rose to the fierce demands of 1942-1945. The present challenge is smaller in scale but conceivably even more dangerous. External enemies are more readily responded to. Most civilizations die from within, and are conquered less often by traitors within the gate than by traitors within the heart -- loss of belief, corruption, loss of a sense of control and disintegration of shared purposes.

We have dug ourselves into a deep pit. It's going to take all that we have of spirit and dedication, of self-discipline and duty to fight our way out. We must redefine patriots as men and women who tackle the problems and renew the values of their communities.

My hope is based on the fact that we have a steadily growing understanding of how to cope with some of our deepest problems. I commend to you Lisbeth Schorr's excellent book *Within Our Reach* and David Hamburg's fine volume entitled *Today's Children*. I urge you to look at Jim Comer's work in the schools, and the work of the Enterprise Foundation on affordable housing, and the dozens of other programs that are functioning successfully -- unnoticed by the media, underfunded, but functioning successfully. And I urge you to read the Carnegie report.

The ideas and creative energies are there. If the American people will throw their support behind such efforts, the long-term pay-off will be immense.

advisers. One of Clinton's politicos wanted him to study Garry Wills's new book on Lincoln to try to learn how to become more succinct. Clinton studied it and even spoke with Wills. But his inclination is to explain as much as he can. Being succinct strains his powers, as his nominating speech for Dukakis in 1988 made painfully obvious. Clinton sees the interconnections among the issues and wants to tell you all about them. His flaw is more than the desire to please; it also flows from his cast of mind. In the end, reducing his content to easy themes might have made it harder for him to make his case; for what he needed—and wanted—to defend was substantive politics. He had to present his character whole—pol as wonk, wonk as pol, all of a piece.

Clinton's fall forced him to defeat narrow conceptions of the Democratic Party and to forge a new coalition and political identity for himself. The figure who takes governing seriously is what the country wants but has had trouble seeing in Clinton. Now his nomination testifies to his perseverance, highlighting a morality tale that tells itself. And as the Democrats gather in Madison Square Garden, the very early Clinton, who was there all along, is reemerging. •

Clinton's best idea.

APPRENTICES' SORCERER

By Morton Kondracke

Thanks to Bill Clinton—and, at least equally, to Hillary Clinton—the U.S. political system is almost certain to do something constructive for a truly "forgotten" group: the 60-odd percent of high school graduates who either don't go to college or don't finish. These are people whose life prospects are being eroded by the failures of American schools, by increased foreign competition, and by the information-age economy's demand for skills.

Under the influence of his wife and two old friends and economic advisers, Ira Magaziner and Robert B. Reich, Clinton has made upgrading worker skills a central part of his agenda both as governor of Arkansas and as a presidential candidate. The campaign has advanced such ideas as youth apprenticeships, "lifetime learning," and a European-style tax on corporations for worker training. The press and rival candidates have focused mostly on his proposals for middle-class tax cuts and tax increases for the rich, but his training initiatives are likely to do more to advance future prosperity.

Reich and Magaziner contend that upgrading the skills of workers is the most efficient way to improve American productivity and competitiveness—far superior, Reich says, to giving big tax breaks to individuals or corporations, which can spend the proceeds as easily overseas as in the United States. Reich, Magaziner, and Hillary Clinton knew each other as college student body presidents in 1968 and 1969 (at, respectively, Dartmouth, Brown, and Wellesley). Bill Clinton, Reich, and Magaziner were students at Oxford together. The four comprise a cozy little group and have been talking to each other about economics, industrial policy, politics, and education for twenty-four years.

Clinton's high-profile espousal of worker training has forced the Bush White House to promote kindred "empowerment" ideas. Labor Department officials have been drawing up programs to help the non-college bound for four years, but weren't able to get through to Bush or his domestic advisors until the campaign loomed. Bush proposed a training agenda in January, including apprenticeships and reform of high school vocational and post-secondary career education, but he did not send legislation to Congress until April. Nothing is likely to pass this year because training is caught up in election-year political wars, but the chances are it will pass next year, regardless of who is elected president.

The problem both candidates are addressing is this: the average income of young people who don't attend college is going down. According to one 1990 study, inflation-adjusted earnings for workers under 25 with only a high school diploma are 28 percent lower than they were fifteen years ago. A 1992 Department of Labor report said that the percentage of white high school graduate males 25 and older who do not make enough money to keep a family of four out of poverty has risen from 8.3 to 22.2 since 1969. The proportion for blacks has gone from 20 percent to 41 percent, and for Hispanics, from 16 percent to 36 percent. Ten years ago high school graduates with no college made 74 percent of the wage of a college graduate; in 1991 they made 65 percent.

Hillary Clinton has been addressing this trend for more than five years, and Reich for even longer. In 1987, as a board member of the W. T. Grant Foundation, she helped produce a landmark report, "The Forgotten Half: Non-College Youth in America," that focused not only on the 15 percent of young people who drop out of school before graduating and never return, but also on the 41 percent whose education stops with high school and the 20 percent who start but don't finish college. (Twenty-four percent of all young people now finish college, up from 11 percent in 1960.) Hillary was also on a commission on skills chaired by Magaziner, which in June 1990 produced an even more influential report, "America's Choice: High Skills or Low Wages!" It recommended creating a nationwide system of technical and professional certificates for workers and incentives for employers to train workers and reorganize workplaces to use highly trained labor rather than new machines.

The commission traveled to six countries where corporations participate in "play or pay" training schemes under which they either train their own workers or con-

WE'RE LOOKING
FOR THE KIND OF STUDENTS
WHO ARE SO UNUSUAL,
THEY READ THE ADS
IN THE NEW REPUBLIC.

As marketing strategies go, this one, admittedly, is somewhat unorthodox.

As universities go, so is Adelphi.

What we're advertising here, as opposed to a mere business apprenticeship or a four year vacation, are four wonderful years of discovery.

If that sounds agreeable, we encourage you to learn more by calling the number below.

Just as there aren't a lot of schools out there like Adelphi, there aren't a lot of students out there like you.

And, all flattery aside, now that we've been fortunate enough to meet each other, it'd be a shame to let you go.

ADELPHI UNIVERSITY *For more information call 1-800 ADELPHI.*

tribute to a government pool to do so. In Germany corporations are required to spend 2.3 percent of payroll for training; in Sweden and Ireland, 2.5; France, 1.5; and Japan, 1 percent. In the United States employers spend an average of 1 percent on training, but 70 percent of that goes for seminars for executives and marketing employees (often at cushy retreats) rather than production workers. Clinton is recommending a 1.5 percent requirement, which may cost corporations as much as $30 billion a year.

When the "America's Choice" report was completed, Hillary Clinton became chairman of a task force on implementation of its recommendations. In the fall of 1990, she also got the Arkansas Department of Education started on apprenticeship planning, and Bill Clinton pushed the resulting legislation into law in 1991. The state is currently setting up six initial programs to begin this fall. After two years of combined school and training and two more years of training and work, students are supposed to be capable, certified, (and employed) health, computer, radio, or machine technicians.

The Bush administration actually beat Arkansas into the field with six apprenticeship demonstration programs in 1990, created by the Department of Labor's Office of Work Based Learning. Training was nowhere on Bush's own agenda, though, until Lynn Martin became secretary of labor in 1991. She claims that Bush has become an enthusiast on the subject—and, indeed, in some respects his program is bolder than Clinton's.

Bush opposes employer mandates and tax credits. Instead, his "Jobs 2000" legislation places sixty federally funded training programs, including high school vocational education programs and for-profit "proprietary" schools, under supervision of local private industry councils to ensure that programs meet their standards and needs. There's a hitch, however: for-profit trade schools are represented by a powerful lobby in Washington, the Career College Association, which has successfully resisted efforts to link eligibility for receipt of federal student aid checks with placing students in jobs.

Bush should be commended for tackling the proprietary schools, but he's dreaming if he thinks the $55 million he has proposed spending—just over $1 million a state—will spur apprenticeships. The administration plan basically calls for better delivery of job training services that the government currently provides, at a cost of $18 billion. Clinton's apprenticeship scheme, which according to his recent economic plan would cost $1.5 billion in new funds, is bolder as well as more honest about cost.

In any case, the "forgotten half" is no longer as forgotten as it was. Members of Congress have introduced eight other apprenticeship or worker-training packages. Proposals to address the issue will be part of both Republican and Democratic platforms, and Ross Perot presumably will be along with his own ideas. Between Clinton and Bush, however, Clinton is more likely to make non-college Americans a priority. After all, it wasn't until he started hollering about it that Bush admitted there was a problem. •

Jim Pinkerton and Bill Clinton.

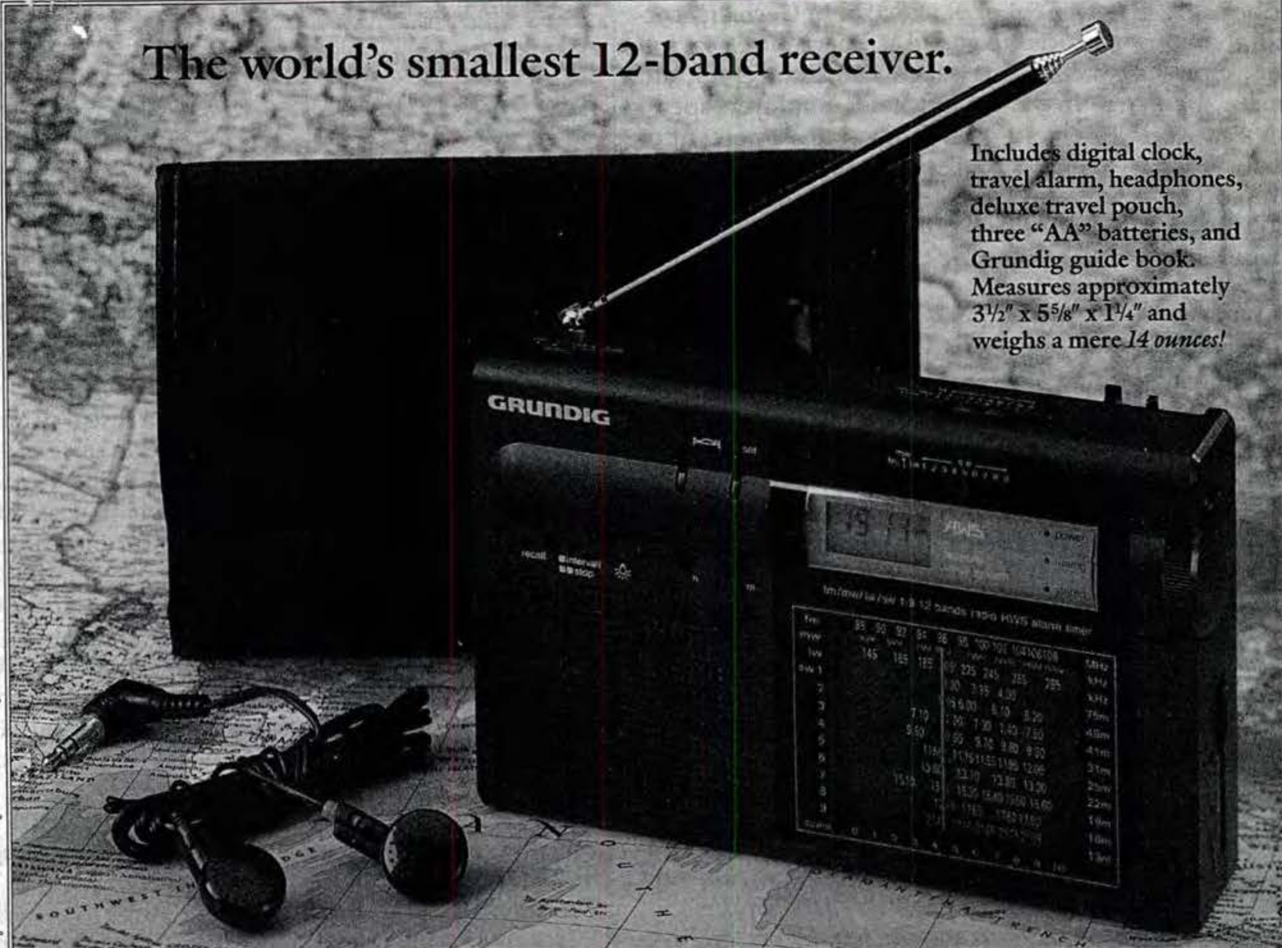
PARADIGM'S LOSS

By Mickey Kaus

In 1988, as director of "opposition research" for the Bush-Quayle campaign, James Pinkerton discovered a furloughed killer named Willie Horton in the past of Democratic presidential candidate Michael Dukakis. The rest is history. In late 1991, as a policy planner in the Bush White House, James Pinkerton ventured an opinion about Democratic presidential candidate Bill Clinton. "I noted with interest Bill Clinton's 'New Covenant' speech," Pinkerton told a Washington symposium. "It seems to me that a Republican could take that speech, change about ten words, and have a pretty good message for the GOP primaries, not to mention the general election."

At the time, Pinkerton had good reason to like Clinton. For more than a year he had been having regular dinners with several Clinton advisers as part of the "New Paradigm Society," a group founded by Pinkerton and Democrat Elaine Kamarck to explore the possibility of a left-right consensus on domestic policy. The New Paradigm envisions a form of government activism that would (in Pinkerton's words) "expand individual choice, empower the poor, and create decentralized, flexible, and adaptable institutions" to replace old-style "centralized bureaucracy." Letting parents choose from among competing schools and letting public housing tenants buy their apartments are the paradigmatic New Paradigm schemes.

Pinkerton wasn't the first to talk about a New Paradigm. Journalist David Osborne coined the term. But the NP is the concept that turned Pinkerton from a gawky political hack into someone *Mademoiselle* actually put on its list of "the greatest lovers of the Western world." I remember going to a Christmas party in 1989 and finding myself in a corner, talking policy with this giraffe-like man who seemed to wear his trousers up around his navel. He was funny and open-minded—at the time he was pushing an idealistic plan to give underclass kids jobs planting trees. Soon I was attending his "paradigm" meetings. The next November budget director Richard Darman sneered at the NP idea in a speech, and Pinkerton sneered back, a brilliant career move. A *Washington Post* "Style" profile quickly followed. In 1990, when I attended the same Christmas party, there was a distinct buzz in the room. "Jim Pinkerton's here!" "Did you see Jim Pinkerton?" "I think Pinkerton's already left." "No he hasn't." People were elbowing Jody Powell out of the way to get to him (just as a decade earlier they



The world is at your fingertips with...

The Grundig World Band Receiver

© 1992 MBI

Announcing a revolutionary breakthrough in world-band radios...from Grundig, the leader in German shortwave electronics. This miracle of miniaturization is not sold in U.S. stores or catalogs—only Willabee & Ward has it!

Tune in to events around the globe.

The RK-709 is the world's smallest 12-band receiver—AM, FM, FM Stereo (with headphones, included), and *all* 9 major shortwave bands. Small enough to fit into a pocket, briefcase, or purse, yet big on features. Telescoping antenna pulls signals from anywhere in the world. Listen to legendary BBC newscasts—the best in the world. Hear what Radio Moscow is saying about Yeltsin, or the American elections. Listen to the Voice of America for news from home when you travel abroad. Follow a crisis or breaking story wherever you are and no matter where it's happening: Baghdad, Barcelona, Beijing or Los Angeles.

You don't have to pack a travel alarm, either.

You won't need it—this is better. The RK-709 wakes you with the radio or its ingenious "Humane Wake System"—the tone begins softly and gathers volume until you wake up! The digital alarm clock features a sleep timer that turns off the radio 10 to 60 minutes after you turn in!

Only $159!
Payable in monthly installments.

The Grundig RK-709 is only $159 (plus $7.50 shipping/handling), payable in convenient monthly credit card installments. Includes deluxe carrying pouch, three "AA" batteries, and stereo headphones. One year warranty, 30 day money back guarantee. Order today.

Don't be confused by other 4, 5, 7, or 9 band radios. Grundig's RK-709 is today's best buy on a real 12 band receiver.

CALL TOLL-FREE: 1-800-367-4534 Ext. 623-263

Willabee & Ward
47 Richards Avenue
Norwalk, Conn. 06857

W&W — WILLABEE & WARD

Satisfaction guaranteed.

CALL TOLL-FREE: 1-800-367-4534
Ext. 623-263

Please send me _____ Grundig RK-709 World Band Receiver(s). For each receiver, charge 4 installments of $41.63* to my credit card:

☐ MasterCard ☐ VISA
☐ Discover ☐ Am. Ex.

Credit Card # _____ Exp. Date _____

Name _____
PLEASE PRINT CLEARLY

Address _____

City/State/Zip _____

Signature _____
(All orders subject to acceptance.)

☐ I prefer not to pay by credit card and will pay by check. Enclosed is my check for $159* plus $7.50 shipping/handling, a total of $166.50 for each receiver.

*Any applicable sales tax will be billed with shipment.

Phone orders normally shipped next business day.

Withdrawal/Redaction Marker
Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. memo	Jody to Hillary re: potential experts (2 pages)	08/14/1992	Personal Misfile

COLLECTION:

Clinton Presidential Records
First Lady's Office
Melanne Verveer
OA/Box Number: 20026

FOLDER TITLE:

Children - Families/Childcare [2]

2013-0534-S
rc1694

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.
PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).
RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Withdrawal/Redaction Marker
Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
002. paper	re: Dan Quayle (1 page)	06/14/1992	Personal Misfile

COLLECTION:

Clinton Presidential Records
First Lady's Office
Melanne Verveer
OA/Box Number: 20026

FOLDER TITLE:

Children - Families/Childcare [2]

2013-0534-S
rc1694

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.
PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).
RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

CDF

* School-based clinics only way to get health care
(up to Local Counties - Which re contraceptives
Subsidiarity principle)

* Family Leave

* ~~Teen~~ adolescent preg'cy

* Child Care.

vg/ Family Preservat'n -
help parent to be parent
not gov't ~~put~~ kids in
foster care.

Family Planning'n - housing
pro family

Hyde ** Medicaid Expansion -
(security of child support))

* Board sets overall direct'n
not decide on indiv'l
policies. Did not bring

Lex policies to bend for ratif'n.

Withdrawal/Redaction Marker
Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
003. fax	re: Governor Clinton's Campaign (3 pages)	06/15/1992	Personal Misfile

COLLECTION:

Clinton Presidential Records
First Lady's Office
Melanne Verveer
OA/Box Number: 20026

FOLDER TITLE:

Children - Families/Childcare [2]

2013-0534-S
rc1694

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

- C. Closed in accordance with restrictions contained in donor's deed of gift.
- PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).
- RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

THE NEW YORK TIMES NATIONAL THURSDAY, APRIL 16, 1992

In Ad, Florida Group Says State Child Agency Undermines Families

By LARRY ROHTER
Special to The New York Times

MIAMI, April 15 — A Florida group has stirred up a storm with a publicity campaign attacking the state's main children's welfare agency and accusing it of "kidnapping" thousands of children as part of a plot to "undermine parental authority."

The group, the Family Rights Committee Inc., based in Orlando, bought space in about a dozen newspapers last week for a full-page advertisement designed as a cartoon strip. The advertisement depicts Florida politicians and officials of the Department of Health and Rehabilitative Services scheming with unnamed "child advocates" to wrest children from their families.

The advertisement appears to accuse them of doing so for their own benefit, showing a character who boasts, "The more kids we take, the more money we make."

The ad was published last week in 11 leading Florida newspapers and has caused considerable comment throughout the state. It also appeared Tuesday in the edition of The New York Times that is distributed in New York City and the rest of the Northeast but not in Florida. A spokesman for The Times said the advertisement was published on a stand-by basis, or as space is available, at a cost of $17,000.

The founder of the group, John Ostalkiewicz, an Orlando businessman, said the ad would not be published elsewhere, but he indicated that the group would remain active and that another ad campaign was a possibility. Mr. Ostalkiewicz said the ad campaign was financed with $73,000 in donations from about 7,000 supporters.

State Policy Ridiculed

The advertisement suggests that the state of Florida has a policy on child-rearing that boils down to the dictum "all discipline is abuse." It depicts two female state legislators named "Lois & Ellen," who correspond to Representative Lois Frankel and Senator Eleanor Weinstock, as plotting to strip parents of their rights. The two Democrats from Palm Beach County head the committees concerned with health and child-care issues in their respective chambers.

"We'll take their kids at any time without due process," one legislator gleefully tells the other. "They'll do whatever we say."

State officials said the advertisement contained a number of misstatements. Not only does it overstate Florida's budget for programs to combat child abuse, they said, but it incorrectly characterized state policy on child abuse.

"The entire ad is misleading and deceiving," said Rex Uberman, director of state and local programs for the Florida Department of Health and Rehabilitative Services. "We don't take children away from families based on simple spankings or messy rooms or hugs, as the ad suggests. That is patently untrue."

Interest Out of Experience

Mr. Ostalkiewicz said in a telephone interview Tuesday that he became involved in child care issues shortly after he moved here from Rhode Island four years ago. His personal assistant and her husband, he said, were falsely accused of abusing their 4-year-old child, and he said they prevailed only after he backed them during a long and costly struggle in the courts and with Florida officials.

Mr. Ostalkiewicz, a 39-year-old father of three who owns jewelry stores in New England and a jewelry manufacturing plant in Florida, said of his employee's bureaucratic battle: "I observed all this stuff and it shocked me. I found that these people are considered guilty until proven innocent, that there is no due process whatsoever."

While the child of his assistant was never removed from the home, Mr. Ostalkiewicz said: "Once these kids are in state custody they are not well treated. What I saw was totally foreign to my knowledge of American law."

His group's advertisement has been criticized in Florida in a number of newspaper editorials and columns and by several state legislators and groups, including the Anti-Defamation League, as anti-Semitic in tone. The last panel of the cartoon shows an elderly man who is wearing a yarmulke and a Star of David and who has a concentration camp number tattooed on his arm. The man warns, "I've seen this before."

Jewish groups here have complained that the advertisement is "inappropriate and insensitive" because it "trivializes the Holocaust."

the small society by Bil Yates

Details coming on Hillary and minors' legal rights

COUNTERPOINT

John Brummett

Political campaigns are driven these days by focus groups. Those are small gatherings of people randomly selected to sit in a room and have their pulses taken by political operatives looking for the best ways to portray their candidates and the worst ways to portray their opponents.

If they haven't already, Republican operatives soon will assemble a focus group of a dozen or so people and test a few issues on Gov. Bill Clinton.

They'll ask the participants what they think about a presidential candidate who offers his wife as part of a presidential package deal: buy one, get one free, as Clinton has said.

Some will say it's fine. Others will say he ought to let her be president. Others will say that he, not his wife, is the candidate. Others will say the wife has no business having a role in the government.

Then the operatives will ask whether it would be appropriate in such a case to explore the wife's past and her positions on issues.

Oh, sure, the participants will say.

Then they'll ask the participants what they think about a potential first lady, offered as part of a package deal, who has written that children should be allowed to sue their parents.

Eyes will bulge. Tempers will flare. Sensibilities will be offended. That's nuts, some participants will say.

A televison commercial along this order would be born:

"Bill Clinton is not running for president alone. He says his wife is part of a package deal. But before you buy this package, make sure you know what you're buying. Did you know that Hillary Clinton has proposed that children be allowed to sue their parents, even over something as basic as whether the children may take piano lessons? George Bush wants to keep American families together — but at home in the traditional sense, not in court as tools of lawyers like Hillary Clinton."

As with all political commercials, one's instinctive reaction should be to say, "That's a political commercial. Now what about the facts?"

As with most political commercials, the one I just suggested would be grounded in enough fact to be defensible. But it also would be grounded in enough oversimplification to be unfair.

In November 1973 a 26-year-old Hillary Clinton wrote a lengthy and typically dry academic dissertation for the Harvard Educational Review on the rights of children. In it she engaged mostly in detached analysis of various suggestions for giving children more rights in our legal system.

She appeared clearly to favor additional legal empowering of children, though she actually went not too far beyond what is now a common practice: court-appointed attorneys to represent the interests of children in custody fights.

In what I've read, Mrs. Clinton never advocated outright that minors be given the right to sue their parents. Instead she wrote favorably about a dissent by William O. Douglas, the late Supreme Court justice, from a majority ruling that upheld the right of Amish parents to be exempt from a Wisconsin law requiring children to attend high school.

Douglas wrote that the critical interests at stake were those of the children and that they should have had their interests represented in court.

In writing about Douglas' dissent, Mrs. Clinton said that his argument was based on psychological and social findings that children of the high school years have the moral and intellectual judgment necessary to make their own decisions on religion and education. She quoted Douglas: "(The child) may want to be a pianist."

When I asked last week for a clarifying statement from Mrs. Clinton about these writings, a campaign press aide told me that the legal staff was working on a comprehensive statement on her writings that could be released within the week.

They know they're likely to hear more on the subject.

John Brummett is editor of *Arkansas Times*. His column appears in the *Democrat-Gazette* Sunday, Tuesday and Thursday. Write him at 201 E. Markham St., Suite 200, Little Rock, Ark., 72201, or call 375-2985.

*

YOUTH AND AMERICA'S FUTURE:

THE WILLIAM T. GRANT FOUNDATION COMMISSION ON WORK, FAMILY AND CITIZENSHIP

When William Thomas Grant established the Grant Foundation in 1936, he sought a better understanding of the ways in which individuals adapt to the vicissitudes of life. Touched in his professional life by the importance of caring human relationships, Mr. Grant wished to "help children develop what is in them" so they would better "enjoy all the good things the world has to offer them."

Fifty years later, recognizing the special needs of older adolescents in a changing society, the Foundation's Trustees established **Youth and America's Future** with much the same purpose; its charge is not to engage in new research but to evaluate current knowledge, stimulate new ideas, increase communication among researchers, practitioners, and policymakers and, thus, help our nation chart a better future for youth.

The Foundation's President, Robert J. Haggerty, M.D., has described the Commission's unique perspective:

"Against a rising chorus of legitimate concern about the many problems facing today's youth, the Foundation has initiated this Commission on Youth and America's Future to speak in a different voice. It will explore the strengths of America's young men and women, their families, and the programs and community institutions that serve them. We adopt this approach not to diminish the importance of the problems that exist, but to learn the lessons of success. The Foundation is confident that this effort to look with renewed respect at youth, where they stride as well as where they stumble, will help forge the links of understanding and mutual responsibility that make our democracy strong."

COMMISSION MEMBERS

Harold Howe II, Chairperson
Senior Lecturer, Graduate School of Education, Harvard University, Cambridge, MA

Byllye Y. Avery
Executive Director, National Black Women's Health Project, Atlanta, GA

Mary Jo Bane
Professor of Public Policy, John F. Kennedy School of Government, Harvard University, Cambridge, MA

Lewis H. Butler
President, California Tommorrow, San Francisco, CA

Fletcher L. Byrom
Chairman and CEO (Retired), Koppers Company, Carefree, AZ

Hillary Rodham Clinton
The Governor's Mansion; Partner, The Rose Law Firm, Little Rock, AR

Barbara J. Easterling
Executive Vice President, Communications Workers of America, Washington, DC

Josué M. González
President of the Board, Latino Institute; Director, Bureau of Resource Development, Chicago Public Schools, Chicago, IL

Albert H. Hastorf
Professor of Psychology, Stanford University, Stanford, CA

Rev. Theodore M. Hesburgh, C.S.C.
President (Emeritus), University of Notre Dame, Notre Dame, IN

David W. Hornbeck
Former Maryland State Superintendent of Schools, Baltimore, MD

Douglas X. Patiño
President and CEO, Marin Community Foundation, Larkspur, CA

Michael V. Reagen
Director, Missouri Department of Social Services, Jefferson City, MO

Henry W. Riecken
Professor of Behavioral Sciences, (Emeritus), School of Medicine, University of Pennsylvania, Philadelphia, PA

Kenneth S. Rolland
Managing Director, Chemical Bank, New York, NY

Bernard C. Watson
President and CEO, William Penn Foundation, Philadelphia, PA

William Julius Wilson
Professor of Sociology and Public Policy University of Chicago, Chicago, IL

Daniel Yankelovich
Chairman, Daniel Yankelovich Group, New York, NY

Robert J. Haggerty, M.D. (ex-officio)
President, William T. Grant Foundation, New York, NY

COMMISSION STAFF

Samuel Halperin
Study Director

Atelia Melaville
Research Associate

Lynda Tredway
Research Associate

Arlette Taylor
Executive Assistant

Commission Office: 1001 Connecticut Avenue, N.W., Suite 301, Washington, DC 20036-5541

CONTENTS

THE FORGOTTEN HALF: PATHWAYS TO SUCCESS FOR AMERICA'S YOUTH AND YOUNG FAMILIES

Summary

Who are the Forgotten Half? In non-statistical terms, they are the young people who build our homes, drive our buses, repair our automobiles, fix our televisions, maintain and serve our offices, schools, and hospitals, and keep the production lines of our mills and factories moving. To a great extent, they determine how well the American family, economy, and democracy function. They are also the thousands of young men and women who aspire to work productively but never quite "make it" to that kind of employment. For these members of the Forgotten Half, their lives as adults start in the economic limbo of unemployment, part-time jobs, and poverty wages. Many of them never break free.

Our two-year study of 16-24-year-olds has convinced us that, as young Americans navigate the passage from youth to adulthood, far too many flounder and ultimately fail in their efforts. Although rich in material resources, our society seems unable to ensure that *all* our youth will mature into young men and women able to face their futures with a sense of confidence and security. This is especially true of the 20 million non-college-bound young people we have termed the Forgotten Half.

The difficulties of adolescence, complicated by rapid social and economic change, can be overwhelming. Increasing numbers of adolescents are growing up in financially-strapped, single-parent families or must adjust to the economic and emotional turmoil of their parents' divorce. Opportunities for today's young workers who begin their careers with only a high school diploma or less are far more constrained than were those of their peers of 15 years ago. Typically, they cope with bleak job prospects by delaying marriage and the formation of their families. Many stop looking for work altogether. Disappointed in their ambitions and frustrated in their efforts to find a satisfying place in their communities, an unacceptably high number of young Americans give little in return to their families, their schools, and their work—institutions that have often shortchanged them. A kindlier society would support the Forgotten Half; a more gentle people would encourage them. A pragmatic nation would acknowledge that its very future depends on them.

Caught in a Bind

Half of our youth are in danger of being caught in a massive bind that can deny them full participation in our society and the full benefit of their own talents. Indeed, *one of the cruelest myths of contemporary American life is the claim that our economy is healthy because unemployment is relatively low.* Employment data obscure the radical job market changes of recent years, the increase of one-parent families, the growing number of working poor and part-time workers, as well as the large numbers of people who have simply stopped looking for work. Non-college-bound young people, in particular, are beset on every side with a series of circumstances that severely limit their prospects:*

- *Their opportunities are shrinking for "a job with a future"*—a job that provides personal growth, the chance to master new skills, and the opportunity to earn promotions. Wrenching change characterizes the job market.
- *Young workers age 20-24 suffer extraordinarily high unemployment rates*: 6.8 percent for whites, 11 percent for Hispanics, and 20.3 percent for blacks in 1988. Despite an economic boom for many other Americans, teenagers' unemployment rates remain catastrophically high: 15.8 percent in August 1988 for all teenagers, 32.4 percent for black teens.
- Their *real income is in steep decline, and has been for more than a decade.* Young (age 20-24) male workers' real mean earnings in 1986 ($9,027) were fully one-quarter less than the identical age group earned 13 years earlier ($12,166 in 1986 dollars).

Young families have borne the weight of this economic dislocation. The institution of the young family has become dangerously unstable, besieged by shrinking rates of marriage, higher rates of single-parent households and absentee fathers, and increasing poverty. Evidence that the young family is losing ground is, by now, incontrovertible:

- The real median income of families headed by a 20-24-year-old fell 27 percent from 1973 to 1986. Their ability to purchase homes also declined sharply. Home ownership among married household heads under age 25 with children decreased from 38.9 percent to 29.1 percent between 1973 and 1987.
- Between 1974 and 1986, the proportion of married 20-24-year-old males living with their spouses plummeted by almost one-half, from 39.1 to 21.3 percent.
- The percentage of 20-24-year-old males able to support a family of three above the poverty level dropped by nearly a quarter, from 58.3 percent in 1973 to 43.8 percent in 1986. The rate of decline among blacks in that same group was more than twice as great—a full 55 percent.
- Only 6.3 percent of all single-parent families were able to afford payments on their own home in 1987, down more than one-half from 13.7 percent in 1973.
- As a result, the number of young, single-parent renter households nearly doubled. It is estimated that these young families would have had to pay 81.1 percent of their total income to afford decent rental housing in 1987—up from 46.2 percent in 1974.
- In 1986, 32.6 of every 100 families headed by a person under age 25 was poor, triple the rate for all American families in 1986, and more than double that of 1967.

Early struggles have always been a predictable part of any family's life cycle. Today's young families, however, without the prospect of a growing economy before them, start out far behind the generation that preceded them. Many will never know the economic opportunities that their parents enjoyed. Nor is their plight likely to improve with the passage of time or the benefit of experience. Once behind, they tend to stay behind.

The Foundations of Change

Pointing to specific, hopeful examples, this report recommends improved relationships with adults, increased family and community support, and better opportunities for education, employment, and community service to achieve a more equitable balance in the Forgotten Half's odds for success. *These are necessary first steps to a fair chance for the non-college-bound.* Alone, these recommendations cannot guarantee the economic vitality in which troubled young families can overcome their difficulties and flourish. Rather, they are designed to ensure that, as our nation's leaders and businesses re-establish America's economic position and create expanded opportunities for productive labor at a decent family wage, members of the

* Sources for the data used by the Commission may be found in the Full Report.

Forgotten Half will be well-equipped to take their place as first class contributors in a world class economy.

Young people's experiences at home, at school, in the community, and at work are strongly interconnected, and our response to problems that arise in any of these domains must be equally well integrated. Our society cannot expect to deal successfully with just one aspect of a young person's life and hope to bring focus to every other. *Efforts to produce success in school—without complementary efforts in families and communities—are unlikely to make a substantial difference for young people.* In addition, since the years before 16 powerfully affect the lives of children and adolescents, recommendations that only center on the needs of 16-24-year-olds are incomplete. All young people need:

- more constructive contact with adults who can help them guide their talents into useful and satisfying paths;
- opportunities to participate in community activities that they and adults value, especially giving service to others;
- special help with particularly difficult problems ranging from learning disabilities to substance addiction; and
- initial jobs, no matter how modest, that offer a path to accomplishment and to career opportunity.

Understanding Where We Are

The world around us has changed, but our institutions have not responded with the flexibility required to help lay a new foundation under young families and their children. We have never defined what we want for, or from, the young among us who do not attend college. We wish them to be "educated"—but we cannot define what that means in practical terms. We hope they will become "employable"—yet the typical employment made available to non-college graduates in the emerging service economy too often supports a family only at the poverty level. We want them to be "good citizens"—but we do not weave them meaningfully into the fabric of our communities.

Long after it had become apparent that our schools were being overwhelmed by the changes of today's world, we continued to insist they could do it all. As the major institution in the lives of children outside the family, schools have been seen as the essential agency in creating success for the young. They *are* essential. But they are not sufficient. In every practical sense, we have made schooling a synonym for education. And we have defined the primary purpose of schooling as entry into college. Both attitudes are a mistake.

Restoring The Balance

We must remember that the purpose of all education is to create whole human beings and that schools and colleges are only one means of educating people for life. It is time we acted on our understanding that much learning takes place beyond the boundaries of schools—in youth groups, churches, volunteer activities, and, especially, on the job. As Willard Wirtz, former US Secretary of Labor, has observed in *The Boundless Resource:* "There aren't two worlds—education and work—one for youth, the other for maturity. There is one world—life." Indeed, "experiential" learning, i.e., learning by hands-on participation, by trying, making errors, and gradually narrowing the margin between failure and success, should be at the heart of our educational perspective. Instead, the invaluable educational laboratories offered by community institutions—youth organizations, civic groups, and the workplace—are often overlooked, underfunded, and underutilized.

Our schools, moreover, have become distracted from their main mission. *Educators have become so preoccupied with those who go on to college that they have lost sight of those who do not. And more and more of the non-college-bound now fall between the cracks when they are in school, drop out, or graduate inadequately prepared for the requirements of the society and the workplace.*

The Commission supports making the opportunities—and the rewards—of higher education more widely available to many more youth. Current policies wisely commit funds to improve elementary and (to a lesser degree) secondary education. Society is also willing to invest substantial sums to support students interested in earning a college degree. But *there is a sharp disparity between what Americans do for college-bound youth and what they do for the Forgotten Half.*

- Each student enrolled in an institution of higher education can typically expect to receive a combined public and private subsidy of about $5,000 per academic year—for each of four years or more—through scholarships and grants, subsidized and guaranteed loans, free or subsidized college tuition, and other forms of aid.

- Youth not going on to college are starved for support. Only about five percent of those eligible for federally-supported job training receive it, then usually for only about four months, at a level of $1,800 to $2,300 per student—not enough training to adequately prepare for a career or to overcome a prior lifetime of neglect and deprivation.

The plain fact is that about half our youth don't go to college. Some don't want to; their learning needs are not well met by the academic training that most colleges offer. Others have not had access to the encouragement, information, and financial assistance that makes college attendance (and, frequently, even high school completion) possible. Particularly in major urban centers, these young people are dropping out of high schools at rates that are not just alarming but catastrophic—for them and for the nation.

Non-college-bound youth who complete high school have been saddled with the thoughtless expectation that they will readily "find their place" and need not be of further concern to the larger society. Whether they graduate from high school *or* drop out, these youth are often unprepared to take their places as responsible citizens, to start new families, or to work in anything but the most menial, dead-end jobs.

The loss of the Forgotten Half's potential is unfair to them and wasteful to the nation. Yet, we allow it. In doing so, we violate the sense of fairness that is the cornerstone of America's social compact with its citizens. Equity and common sense demand that we must act now to create responsible policies—in the private and nonprofit sectors and at the local, state, and national levels—to regain this vital half of our nation's store of young talent.

The Responsible Forgotten Half

What are the Forgotten Half really like? Most of them, like earlier generations of Americans, are resilient and resourceful. They set goals and find a way to realize them. Like many adults, they sometimes lose their sense of direction. Fortunately, high percentages find their way back to the road ahead:

- More students are staying in school longer, earning both high school diplomas and college degrees. By age 25, approximately 86 percent of our young people have earned a diploma or the GED equivalent.
- 82.4 percent of 20-24-year-olds are in the workforce—although far too many are employed and underemployed in part-time, low-paying jobs which cannot adequately support a family.
- At least one-third of all high school students responsibly hold part-time jobs in any given week, and fully three-quarters of all high school seniors work an average of 16-20 hours a week.
- Studies on teenagers and the varied experiences of communities—from Boston to Seattle, from Indianapolis to Memphis—verify that, when offered the opportunity for constructive participation in school and community life, young people volunteer their talents with enthusiasm.
- Young people also contribute at least 250 million hours of voluntary service to their communities each year through state, federal, and local community service programs.

Accomplishments like these challenge us to renew our commitment to young people as partners in America's future and to raise anew a fundamental question: *What can adults do to help these young people achieve the full blessings of their abilities and all they hope for in life?*

A New Perspective Needed

Unlocking the human potential of the Forgotten Half requires an essential ingredient, adult *respect*, which welcomes youth as companions in the search for solutions rather than as part of the problem.

Too often, we think of the Forgotten Half as failures, simply because they do not attend college. As their employment opportunities diminish, so do their other chances—for establishing families, for becoming responsible citizens, and for avoiding poverty. This report makes many suggestions about the role non-college youth can play in our nation's future; it also recommends many specific actions we can take to help them achieve their real potential. But these ideas will remain only empty gestures unless we, as adults, genuinely hold the Forgotten Half in high regard and believe in their ability to succeed. *It is not simply the mechanisms and the resources we bring to the aid of 20 million of our youth that finally count, but also the vision we have of them and their future.*

Adult respect for their accomplishments makes it possible for young people to dream. Adult attention to young people's needs provides practical ways to make those dreams come true.

The Commission's perspective is straightforward: As partners in today's world, and shapers of tomorrow's, young people deserve our respect, as well as greater attention to their most pressing needs. The Forgotten Half particularly deserves greater public and private investments in its future—investments that will benefit all Americans.

Grounded in this perspective, several principles guide our Commission's programmatic thinking:

- *The major task at hand is to examine, evaluate, adapt, and extend what already works.* Countless communities have developed promising, local strategies to support young people and their families and to provide opportunities for service, education, employment, and training. There is no need to reinvent the wheel.
- *Consolidation of existing delivery systems is long overdue.* Much of what we need is already in place. But it is scattered, fragmented, and disconnected. We need mechanisms to consolidate these programs, particularly for those in greatest need.
- *Targeted efforts are needed for many youth with special problems*: those with disabilities; rural youth; those in foster care, or who have run away from home; and "the truly disadvantaged," who bear the burden of an environment without hope in the concentrated poverty that characterizes many neighborhoods in our largest cities.
- *It is never too late to make a difference.* Although prevention and early intervention efforts are the least expensive and most effective approaches to producing long-lasting results, effective intervention strategies can work at any age. For those with the most pervasive difficulties, continuous support from home, community, and school may be required from childhood into early adulthood.

Recommendations: Pathways To Success

Based on these principles, this report suggests *four major strategies* to help young people in the Forgotten Half regain hope for the future and make a successful entry into the adult world: (1) enhance the quality of youth-adult relationships, both in and out of the family; (2) expand community supports, with an emphasis on youth service and youth leadership activities, to help integrate all young people into their communities and the nation; (3) extend and improve current employment opportunities for more non-college-bound youth; and (4) take a long stride toward more equitable youth education and training policies with a proposed new **Fair Chance: Youth Opportunities Demonstration Act.**

ENHANCE THE QUALITY OF YOUTH-ADULT RELATIONSHIPS

Young people *want* adult support. The majority of young people cite parents or other adults as the first source of advice for troubling personal problems related to alcohol, substance abuse, and their own sexuality. They consistently point to parents as the most influential adults in their lives. "Just talking" is the activity they most want to share with adults.

But today's families are changing dramatically. As of 1987, over half of all mothers with children under six and nearly 70 percent of mothers with children between six and 17 were working or looking for work. Nearly 15 million children and youth live in single-parent homes; almost 2.5 million children under 13 are unsupervised during a part of the day; the competing demands of home and work are a major difficulty for working parents; and only half of all custodial mothers receive full payment of court-ordered support, with one-quarter receiving nothing at all.

In a time when the family as an institution is under siege, and when only 40 percent of young people born in the US can expect to spend their entire childhood living with both biological parents, how can we strengthen youth-adult bonds?

Families bear the primary obligation to care for their children and to help them become healthy, contributing citizens. Other institutions, however, including employers, schools, and governments, can do much more to enable families accommodate to a rapidly changing world.

We recommend consideration of greater public support to ease the financial burden of raising children and adolescents and enhanced private sector understanding of the demands of family life. In particular, we suggest business

and school practice that is more responsive to working parents, and greater community support to strengthen relationships between young people, their parents, and other adults.

Several practical steps, discussed in the full report, can make this recommendation a reality:

- Broad-based consideration of the pros and cons of various tax policies to support families, including an increased personal exemption and expanded Earned Income Tax and Childcare Tax credits.
- Expanded workplace policies—such as flextime, parental leave, compensatory time, and childcare supports—that recognize the parental responsibilities of both men and women employees to older children and adolescents, as well as preschoolers. Corporate policies on childcare, leave, work hours, transfers and relocation, job sharing, and other family-oriented policies can be summarized in handbooks, made available to new employees, and regularly renegotiated with worker organizations.
- Vigorous state implementation of the 1984 amendments to the Child Support Enforcement Act, reevaluation of welfare policies that inadvertently discourage legal paternity, and greater acceptance of non-cash contributions, including childcare and participation in education and training programs, as legitimate ways for young fathers to meet parental obligations.
- Expanded fatherhood programs, particularly those that combine training opportunities, parent education, and family planning education.
- Enhanced parent involvement through school efforts to cultivate new forms of parent participation better suited to working parents and to establish policies ensuring that parent-teacher planning is periodically reviewed and updated.
- Aggressive private and public sector support of efforts by youth organizations, religious, and civic groups to fill the gap in after-school care for older children and adolescents with safe and stimulating programs.
- Mentoring programs in schools, churches, community agencies, and the workplace that involve young people in ongoing relationships with adults based on shared purpose and mutual interest.

EXTEND COMMUNITY SUPPORTS AND OPPORTUNITIES FOR SERVICE TO ALL YOUNG PEOPLE

When young people are asked to channel their idealism and energy into helping solve local problems, they build respect for themselves and acquire a stake in their community. When communities respond to young people with appreciation for their ideas and with resources for their development, young people feel both cared for and willing to care about others.

Community-Based Activities

We recommend that our schools and communities create and revitalize community-based activities that concentrate on the developmental needs of youth, respond to young people's opinions and ideas, and involve youth in the planning and implementation of programs that serve them. To construct new pathways in communities for young people's successful participation, it is imperative that we:

- Involve youth in local governance activities and in setting and carrying out local youth agendas through appropriate participation on school boards and on other governmental and voluntary sector advisory boards.
- Include youth in local crime prevention activities, in projects to clean up communities, and in services concerned with community safety. Law-related education and mediation training can be a significant part of school curricula and the activities of youth organizations.
- Encourage schools, communities, employers, and youth-serving agencies to consider developing their own codes and credos, accompanied by appropriate ceremonies, as an important part of developing a sense of civic responsibility.

Service Opportunities

At the core of citizenship is individual commitment to contribute to the common good. Helping all youth to incorporate community service as a part of their educational growth and an ongoing part of their adult life has powerful implications for work, schools, and communities. If all segments of the youth population are to have an opportunity for effective participation in youth service, public and private sector support is required.

We recommend that schools and communities establish attractive service opportunities and make them available to all young people. To institute and emphasize the value of youth service, several efforts appear to be essential:

- ***Either*** promote service opportunities for *all students* as an integral part of the ongoing curriculum and make those opportunities eligible for elective credit, ***or*** require a specified amount of community service as a requirement for graduation.
- Increase support from business, local foundations, and city and state resources to ensure that diverse service opportunities are available to all youth.
- Sanction and expand the youth corps concept, which incorporates job readiness, education, and other training activities as part of both human services and environmental work, and enact legislation to provide federal assistance to launch more state and local youth service programs.
- Revitalize existing national service programs, such as VISTA and the Peace Corps.
- Build a network of existing private sector organizations interested in expanding opportunities for youth service at the state and local levels into a single, nationwide youth service federation.

Youth Organizations

By the same token, the Commission believes that successful efforts on behalf of our youth will last only if those in positions of authority and influence at both the local and national levels give sustained and coordinated support to youth organizations. Voluntary, privately-supported youth organizations make a substantial contribution to more comprehensive services for young Americans. Yet their expertise is often overlooked. We believe that renewed relationships of cooperation and collaboration among school and family service organizations can open new pathways of participation, education, and service for all our youth. Foundations, churches, community centers, voluntary organizations, cultural and recreational organizations, unions, and the service delivery arms of local and state government all have a substantial role to play.

We recommend that public and private leaders cooperate to tap the great potential of the many national and community-based youth organizations for improving the lives of youth and young families.

Specifically, we urge a program of action that includes the following elements:

- Foundation and/or public funding to support a comprehensive examination of the state of the nation's youth-serving agencies, with a view toward learning what can be done to strengthen their critical mission and to define specific areas of cooperation.
- Training in youth work in both undergraduate and graduate degree programs in social work, education, and other human services professions.

Coordinated Community Services

In addition, well-defined efforts to minimize bureaucratic red-tape, ensure adequate staffing, provide timely evaluations, and locate services as close as possible to those in need are pivotal components of comprehensive service delivery. Long-term efforts require careful planning, periodic assessment, and creative financing mechanisms to sustain programs for families and young people.

We recommend that communities, through public and private cooperation, develop comprehensive and coordinated systems to ensure that all young people and their families have access to a full array of developmental, preventive, and remedial services.

Among the particularly promising state and local approaches to be encouraged are:

- Developing accurate profiles of local youth needs that can be used locally by initiating or updating "State of the Child" reports or similar planning guides for states and large jurisdictions within them.
- Experimenting with innovative financing mechanisms, including trust funds, bonds, and special levies, to meet young people's developmental needs, offer preventive services, and respond to specific problems.
- Renewing attention to the community education movement, particularly to the concept of the lighted schoolhouse, which would open libraries, playgrounds, recreational facilities, and schools to the community seven days a week, 12 months of the year.

- Instituting local youth coordinating boards that include youth members and integrate services across communities and that are based, at least in part, on youth's perceptions of what is needed to build more responsive communities.

Targeted Needs

The Commission recognizes that specific groups of our youth require focused attention and special support so that they can achieve a maximum level of participation in community life. In this report, we target those youth with disabilities, those in foster care or who have run away from home, rural youth, and the "truly disadvantaged" of our central cities. *The solutions to the problems experienced by these groups—indeed, the best resolution of the problems of all youth—are most effective when they begin with the vigilant support of a concerned family. Therefore, the Commission emphasizes efforts that attempt to strengthen rather than diminish the capacity of families to help adolescents with special needs.* Accordingly, we recommend:

- Widespread community adoption of intensive family preservation models that provide services and individualized long-term case management to help maintain families, protect children, and reduce the need for out-of-home foster care.
- When family preservation is not possible, addressing the problems of out-of-home youth, including runaways, foster children, institutionalized status offenders, and victims of child abuse with appropriate use of community-based homes, foster care arrangements, independent living programs, counseling and support services, and crisis centers.
- As an irreducible minimum for youth with disabilities, full compliance and enforcement of legislation and regulations regarding non-discrimination and accessibility.
- The increased use of adults with disabilities as role models and mentors, broad support of independent living programs, incentives for employers to hire the disabled, and restructured benefit packages to eliminate disincentives to employment.
- Foundation and federal support for rural economic development, in combination with universities, extension services, and individual communities, to build the economic infrastructure needed to provide employment opportunities, improved and expanded social service delivery, and a better life for America's rural youth.

Only concerted public action at all levels of government, reinforced by strong private sector support, can break the cycle of extreme disadvantage in which a small, but growing, fraction of the Forgotten Half are caught. Such programs, setting the individual in the context of the family and the family in the context of the community, should offer a broad spectrum of services, concentrating on circumventing bureaucratic barriers, and provide reasonable discretion in meeting client needs. We recommend:

- Comprehensive, flexible, and coordinated services beginning early in life, including family planning, prenatal health care, family counseling, nutritional services, childcare, early childhood education, and health education.
- Individualized services simultaneously delivered to all members of at-risk families, including flexible educational opportunities, improved counseling, one-to-one relationships with adults, incentives to keep youth in school, and transitional programs to help bridge the gap between school and work.
- Multiple added-chance opportunities for education, training, and employment, including transitional income and support services specifically targeted to the most disadvantaged.

EXTEND AND IMPROVE EMPLOYMENT AND TRAINING OPPORTUNITIES

Work is the backbone of an individual's life, providing the underpinning for a respected place in the adult world. Likewise, a productive economy with a qualified, well-trained workforce is the marrow that sustains a country and its citizens. America's future prosperity depends on the energy, flexibility, and creativity of an able workforce. *If our young people have a responsibility to prepare themselves well for the demands of work and adulthood in the*

21st century—and we believe they do—policymakers, employers, and community leaders have a corresponding obligation. We must concern ourselves with not just the quantity but with the quality of employment opportunities for our young people. The half of our youth who do not go on to college have a right to be able to compete for jobs that are adequate in numbers, that offer reasonable wage levels, that provide health insurance and other essential benefits, and that offer career advancement in return for diligence and competence.

We recommend that state and national leaders act to encourage local government, business associations, and employers to expand education, training, and employment opportunities.

We point, in particular, to promising local "compacts," in which communities, employers, and schools cooperate to create community contracts under which educational accomplishment is rewarded with better employment opportunities and support for postsecondary education and training. To accomplish these education, training, and employment goals for the Forgotten Half, we recommend:

- That states and communities consider the creation of local compacts—alliances of business, education, and community resources—to set concrete and measurable standards for student achievement, to develop programs to meet them, and to reward accomplishment with career-level employment and advanced education.
- That the public and private sectors give continuing attention to workable approaches to ease the passage from school to work, including cooperative education, internship, apprenticeship, and other forms of hands-on, experiential learning. Tested and proven apprenticeship and on-the-job training programs can be expanded by a joint effort of the US Department of Labor and Department of Education to encourage partnership efforts by states, employers, unions, and business associations.
- That communities consider the development of local education funds or foundations to provide grants to improve the quality of the public schools, broaden their constituency, and create school/business partnerships.
- That government leaders at all levels explore incentives for business to expand employment and training, including reexamining targeted jobs tax credits and using private employment and training opportunities in exchange for public subsidies—tax abatements, favorable business loans, and zoning ordinances—to encourage economic development and job creation in areas with high rates of unemployment.
- That employers develop alternative hiring criteria—e.g., a performance test or trial employment period in lieu of a paper credential like a high school diploma—to identify more fairly the full range of promising job candidates.

FAIR CHANCE: BETTER YOUTH EDUCATION AND TRAINING POLICIES

In its Interim Report, this Commission recommended a Federal investment of an additional $5 billion annually for each of the next ten years to bolster effective existing programs: Head Start, Chapter 1 of the Elementary and Secondary Education Act, Job Corps, and the Job Training Partnership Act, for example. These programs represent over 20 years of local-state-federal partnership in crafting effective responses to poverty, illiteracy, and despair. They are investments paying rich dividends to the American taxpayer.

If the Forgotten Half are fully to take their own place in American life, we must build on the success of existing programs and establish forceful policy objectives that: (1) broaden student access to the resources they need to "make it," and (2) establish effective coordinating mechanisms for the application of those resources. In short, the challenge is for government at all levels to bring together the diverse initiatives discussed in this report into a cohesive whole for employment preparation and education and training in school and beyond.

Aggressive outreach and recruitment, careful assessment of ability and potential, remedial education where necessary, strong peer support, counseling, flexible training options, and active job placement are all required. Above all, we need greater state and local experimentation from which we can learn and commitment on which we can build.

We propose specific legislation, entitled* Fair Chance: Youth Opportunities Demonstration Act, *to stimulate the development of an integrated approach to the education, training, and service needs of all youth. This recommendation is for a state-administered national demonstration designed to increase access to post-high school education and training through financial aid, counseling, and academic support.

To succeed with Fair Chance, we offer these recommendations for implementation:

- We call for an annual expenditure of $250 million for five years to support demonstration grants awarded to consortia in each state of educational institutions, local governments, and other public and non-profit organizations, for post/secondary and higher education programs for youth.
- Funds would be used to provide financial access and support services to guarantee education and training to every youth in demonstration grant target areas who can profit from further study and job preparation.
- Demonstration grants would provide universality of coverage and equality of access by being broad enough to support any or all of the following: studies leading to an undergraduate degree; vocational or career training leading to a certificate or diploma; training, remediation, and counseling designed primarily for the unemployed or underemployed.
- Grant applicants would be required to provide evidence that they can "saturate" a given target area; that they have appropriate outreach and motivational mechanisms in place; that they can operate a "case management system" to enhance retention and provide individual attention; and that they have in place a cooperative agreement for coordinating service delivery. Independent evaluation of their efforts is also required.

An End And A Beginning

With this report and its predecessor, Youth and America's Future: The William T. Grant Foundation Commission on Work, Family and Citizenship has met its charge: the examination of what both research and experience can tell us about helping our youth to mature as family members, workers, and citizens. A second and equally important task remains.

The challenge before us all is seeing the members of the Forgotten Half in a new light, one that recognizes their strengths, respects their diversity, and challenges their talents. Without such a vision, we run the risk of pitting one half of our youth against the other. Such a prospect—a nation divided between the educated and prosperous and the less educated and struggling—represents too great a risk for America's future.

In the search for pathways to success, this report is rooted in the experience of the Forgotten Half and moves outward to schools, private agencies, employers, and government at all levels—the linkages to the larger society. Families, communities, and work are the arenas in which the Forgotten Half will find the true meaning of their lives. Doing better for our young people because it is the right thing to do is more than simply a civic obligation. It is essential to our common present and to our hopes for the future. Unless we are motivated, at least in part, by our sense of mutual obligation to each other, we risk losing more than we can ever hope to win.

This Commission has seen its role as calling attention to a new vision, one that connects individuals and their families to their work and communities, and to the nation. The history of America has been founded on a path of opportunity; the future of America depends on our ability, not only to maintain the roads we have built, but to pave new pathways for the tremendous varieties of people who call America home. We have made but a start. The new task for everyone is to refine that vision, reaffirm its significance, and put it within the reach of all our youth.

INTRODUCTION

This report concludes our study of the Forgotten Half—the approximately 20 million 16-24-year-olds who are unlikely to attend college and so will miss out on the special privileges our society accords to the college-educated. As our January 1988 Interim Report states, young people in the Forgotten Half are not a monolithic group, overcome by drugs, crime, teenage pregnancy, and alienated from adults. Rather than a "generation on the skids," they are a widely diverse group of young men and women, most of whom are high school graduates. With a diploma or without, they aspire to a job, a family, and a place in the community they can be proud of.

Once upon a time, hard work, native intelligence, and honest labor were enough to attain that dream. But our highly competitive, global, and technological society places a high premium on educational attainment. Those with less education must scramble for good jobs in a sea of part-time, low-paying, limited-future employment opportunities. The widely heralded increase in good job opportunities in recent years has still largely bypassed the young men and women of the Forgotten Half.

While taxpayers, private donors, and parents gladly contribute to offset the more than $10,000 annual cost of sending a student to college, and point with pride to a $124 billion current national investment in higher education, no similar commitment spurs an equal investment in non-college-bound youth. Most of those with only a high school education or less are expected to make it on their own in an economy in which earnings of 20-24-year-old male high school graduates were 28.2 percent less in constant dollars in 1986 than in 1973 and in which the rate of poverty among families headed by a person under age 25 had more than doubled over those years. The declining fortunes of America's young people, particularly as they affect the formation of families, are further chronicled in this Final Report.

By underestimating their need for help in finding and succeeding in a job with a future, as well as their desire and capacity to participate in community life, we have shortchanged our youth and, in the process, our country. Our Interim Report draws on ample research and practical knowledge about what works to improve the economic prospects of American youth and sets out a series of recommendations to improve employment and earning levels, especially those of the Forgotten Half. These include a better first chance for young people to succeed in school, regardless of their learning styles; a much enhanced and more systematic provision of "second or added-chance" opportunities for dropouts and school graduates with inadequate skills; and a variety of proposals to bridge the gap from school to work, including monitored work experiences, community and neighborhood service that builds job skills and social values, redirected vocational education, career information and counseling, and more emphasis on various forms of on-the-job training and apprenticeship programs.

Our Interim Report, entitled **The Forgotten Half: Non-College Youth in America**, stresses the Commission's belief that state and local governments, private agencies, employers, churches, and individuals must act as young people's first line of support. Strong, rather than waning, federal support of well-tested programs must also buttress local initiative. The report calls for increased investments to extend several exceptionally effective, but badly underfunded, national programs: Head Start and Chapter 1 to prevent educational deficits before they occur, and the Job Corps and a strengthened Job Training Partnership Act to provide alternative educational opportunities and employment training.

The Commission's Final Report reaches beyond the boundaries of school and work into the families and communities where young people learn the lessons—and dreams—of adulthood. We outline the profound social and economic changes that have altered the shape and sometimes challenged the effectiveness of our two central social institutions, family and community. **The Forgotten Half: Pathways to Success for America's Youth and Young Families** features not only diagnoses for treating youth in trouble but prescriptions to foster the healthy development of all youth and to prevent trouble from occurring. It describes the pathways to success that families and communities—with adequate help from both the public and private sector, including employers—can offer to young people.

The pathways we describe begin with our conviction that all young people—even those burdened by poverty, challenged by disability, or isolated in other ways—want to succeed and have a great deal to offer to others. But adults must do more to communicate this confidence and to provide expanded opportunities that tap the full measure of American youth's energy and hopefulness. Young people become competent when adults encourage them to try, allow them to fail, and help them to try again; they become leaders when adults share their leadership opportunities with them. The best pathways to success are those in which young people work together with adults to reach common goals at home and in one-to-one and group relationships with other adults in a wide variety of community activities, youth organizations, and through community service and leadership training.

Our second conviction is that while the most cost-effective—and certainly the most responsible—social policy acts to prevent youth problems before they occur, *it is never too late to make a positive difference in the lives of young people.*

> *Adolescents in trouble can be effectively helped to make a successful transition to adulthood. Many need skills training, coupled with intensive health, mental health, and other supportive services, interventions that are scandalously underfunded, even though we now know they are effective. There is no excuse for neglecting these youngsters, even after they have gotten into trouble. But we must recognize that earlier help would have been better. The more long-standing the neglect, deprivation, and failure, the more difficult and costly the remedies.*[1]

Much is known through program evaluation about what can be done to enhance youth's success. We emphasize the importance of building on this knowledge. We do not know everything we'd like to know about what works, but there is much creative activity in the country that needs to be better understood, evaluated, and adapted to local needs and preferences. We cite some programs that are not yet rigorously evaluated but do not endorse them as the best such programs available. Instead, we include them as interesting examples of state and local initiatives and as hopeful efforts for states, communities, and employers to explore. They illustrate the kind of pragmatic policies, programs, and practices that the Commission views as worthy of wider discussion around the nation.

Massive recent changes in our economy and the technology that supports it have inevitably affected today's young people. **Pathways to Success** continues the Interim Report's discussion of what employers, local leaders, and organizations can do to help young people train for better careers through apprenticeship and career-based mentoring programs, and in expanded

[1] Lisbeth B. Schorr with Daniel Schorr. *Within Our Reach: Breaking the Cycle of Disadvantage.* New York: Anchor Press/Doubleday, 1988, p. xxvii.

> *The pathways that we endorse are not guarantees—only much-needed efforts to achieve a more equitable balance in the Forgotten Half's odds for success.*

supported-work and on-the-job training programs. We recognize that jobs at the low-skill end of America's booming service industry are growing faster than more highly skilled positions that offer a living wage and the promise of a future. The Bureau of Labor Statistics, for example, estimates that American employers will soon need 13 times as many new cashiers as computer programmers. Education and training, even if as flexible and comprehensive as we suggest, cannot transform our economy into one which offers *only* highly paid and secure careers. But such opportunities can enable millions of young people to prepare themselves for more responsible and remunerative work and to compete fairly with others for the best jobs possible. State and local governments can boost these efforts while the federal government assumes a more vigorous leadership role.

The pathways that we endorse are not guarantees—only much-needed efforts to achieve a more equitable balance in the Forgotten Half's odds for success. As this report documents, they have already been ignored repeatedly. Unless we alter the way we think about, and respond to, this substantial portion of America's future, we will further undermine them and ourselves. With better education and employment opportunities, increased family and community supports, and with greater adult recognition of their willingness and capacity to contribute, many more young members of the Forgotten Half will join the remembered half in enjoying the benefits of an America they have helped to create.

The Commission's work has been aided by the preparation of working papers by authors selected for their expertise in some aspect of youth affairs. In these working papers, the authors review available research, explore major issues, and make recommendations for policy and future research in particular areas of concern. They bring to Commission members the current thinking of able analysts of youth issues. An added feature of the working papers has been their submission to independent readers whose short commentaries help to sharpen the issues and ensure a balanced perspective.

Information Papers on selected topics have also been prepared for the Commission. Their purpose is to assemble currently available factual information into organized reference tools. A complete listing of the Commission's publications is included at the end of this report.

Withdrawal/Redaction Marker
Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
004. fax	Mark Penn to Ms. Verveer (4 pages)	06/05/1996	Personal Misfile

COLLECTION:

Clinton Presidential Records
First Lady's Office
Melanne Verveer
OA/Box Number: 20026

FOLDER TITLE:

Children - Families/Childcare [2]

2013-0534-S
rc1694

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

file child care

EMPLOYERS FOR CHILDCARE
U.S. STUDY VISIT
MARCH 2000

SUMMARY REPORT

CONTENTS

INTRODUCTION AND BACKGROUND

In May 1999, the Training and Employment Agency and the US Department of Labour jointly organised a programme of study visits to the United States including a trip to Kansas City, Missouri, to study the provision of family-friendly employment practices in American industries.

The four participants on the study visit to Kansas City were:-

- Brenda McLaughlin, Chair of Opportunity Now
- Tommy McLaughlin, Statistical Analyst, Equality Unit, Northern Ireland Electricity
- Shereen Meharg, Business Development Officer, Playboard
- Marie Marin, Women's Employment Initiatives Manager, Moylinn House CDSSA.

The group met representatives of the Federal and State Government, as well as leading private and public sector organisations in Kansas City. They visited on-site childcare centres in various private sector companies and discussed the business benefits of employer led childcare with senior management of each organisation. On the final day of the study visit the group agreed that despite the different economic factors and unemployment rates in the United States, there was no reason why employer led childcare should not be adapted to suit the employment market in Northern Ireland, pending successful funding applications.

Upon return, Marie Marin successfully applied for funding from the European Union Special Support Programme for Peace and Reconciliation, administered by PROTEUS and the Training and Employment Agency. A joint grant of £100,00 was awarded to establish a business to business mentoring programme and a pilot scheme of subsidised childcare for 30 working parents within the private sector, in the Greater Craigavon area, along with training of 10 childcare workers in a recognised qualification.

"EMPLOYERS FOR CHILCARE" PROJECT DETAILS

There are three elements to the initiative:

1. **Subsidised Childcare**
   A 12 month pilotscheme of subsidised childcare for 30 employees of 3 private sector companies in the Greater Craigavon area commenced in January 2000. The companies involved are:
   - Galen Plc
   - Henry Denny & Sons Ltd
   - NACCO Materials Handling Ltd.

   Each working parent (full time) on the scheme receives a total of £45.00 per week towards the cost of registered childcare. (£30.00 from the project and £15.00 from the company). The pilotscheme is monitored on a regular basis and will be evaluated at the end of its lifespan.

2. **NVQ Level 2 Training in Childcare**
   NVQ Level 2 training in Childcare is ongoing for 10 women in the Greater Craigavon area. The training is delivered by the Northern Ireland Child Minding Association (NICMA) and commenced in March 2000.

   It is hoped that by December 2000, all of the women, most of whom are volunteers in local playgroups and crèches, will have gained a recognised qualification in childcare.

3. **Business to Business Mentoring Programme**

   The aims of this element of the project are to:

   - to raise awareness among the private sector companies in the Greater Craigavon area of the business reasons for implementing childcare provision or becoming involved, to some extent, in employer led childcare;

   - to introduce local employers to leading American industrialists who have already successfully implemented childcare provision in their companies and who have recorded statistics proving direct financial benefits as a result;

   - to encourage local employers to advocate employer led childcare once they themselves have been convinced of the benefits.

   The programme agenda involved:

   - Video link-up between employers and employees of companies from the US and Northern Ireland. (November 1999)

   - Delegation of US employers and federal government representatives to Northern Ireland. (November 1999)

   - Delegation of Northern Ireland employers and government representatives to USA. (March 2000) (see appendix 1)

PROFILE OF U.S. COMPANIES

Three companies were studied for the purpose of the research: Cerner, Station Casino and VCW Inc. All three companies are based in Kansas City in the United States of America and offer subsidised childcare to their employees.

Cerner

Cerner is a healthcare technology company that develops information systems for more than 1000 healthcare organisations. The company was founded in 1979 and currently employs 2600 people world-wide with revenue in excess of $350 million in 1999. 1700 people are employed on the Kansas City campus. It was named as one of the top 100 companies to work for in 1999 by Fortune magazine, which described its employees as ecstatic due to the on-site Montessori centre, fitness centre, flexible work schedules, immunisations and health screenings for employees and dependents. It also received the paragon award in 1999 for its innovative human resource practices in the Kansas City area.

The subsidised childcare was established as a result of 'executive guilt' about who was looking after the children. Employees spent time fretting about their children and their welfare. Cerner believed that the establishment of a childcare centre would result in more focused employees. In the United States, 10% of information technology jobs remain unfilled at any one time. Cerner realised that they needed to be competitive as an employer.

Cernerkids opened in 1995 and parents interviewed the applicants for the teaching positions. Cernerkids has 104 children enrolled, serving 75 families. Employees using the facility are 52% female, 34% male and 12% both parents. It accepts children from 6 weeks to 6 years. Cerner employs all the staff within Cernerkids and all the teachers have gone through the company's Quickstart orientation programme which means they have the same values as the other employees and parents. Demand for childcare places outstrips supply and the overflow is linked into Station Casino's facility.

The facility is open from 7.00 am until 6.30 pm Monday to Friday. Parents are issued with a pager when they leave their child in to enable them to be contacted in an emergency. The parent community is represented by the parent board that meet with the childcare director to discuss issues and give feedback. Parents are involved in all decisions to ensure they buy into all practices.

An employee with the company who had three children in Cernerkids said she was more productive and happy having her children on campus. She had a voice in the care of her children through the parent board, the teachers were employees and therefore her colleagues and she was able to and encouraged to call in at lunchtime for her '5 minute fix' with her children. She currently has 15 years service with Cerner.

Cerner also has an associate centre, which includes a swimming pool, basketball courts, gyms and a café. Employees pay membership for the centre and can also include their dependents on their membership.

Other family-friendly policies introduced by Cerner include remote working, flexitime, part time working. The company has recently established a taskforce to study the work/life balance initiative. This has been broken into seven headings under which several issues will be further investigated for implementation as below:

1. *Community*
   Initiatives for consideration include taking your child to work day and charity sponsorship.

2. *Development*
   Topics for discussion with employees cover a back to school careers day to allow employees to plan their development programmes.

3. *Family*
   The company aims to run professional information sessions on adoption and childcare.

4 *Flexibility*
   The company will be improving the integration of virtual employees and their communication tools. They are introducing no meeting days to allow people to plan doctors' appointments or similar necessities.

5. *Health*
   The company aims to improve on its work out facilities, healthy food selection. The doctors on-site will offer blood pressure checks and immunisations on-site for employees.

6. *Money*
   Information will be available on-site on mortgages, investing for retirement, care and home insurance.

7. *Work/Life*
   Other facilities and benefits that are planned for discussion include laundry, dry-cleaning, car wash, oil change, travel arrangements, take home meals, eldercare.

The reason Cerner decided to establish Cernerkids was the 'war for talent' in the area but believes it is competitive as an employer due to the associated benefits. Research carried out by the company had shown that it cost between one and five times an individual's salary to replace him/her. For each 1% turnover reduction in a year $15 million was returned to the company's bottom line. The company's turnover in 1999 was 9%. For those employees using the associate centre, staff turnover in 1999 was 5%. The Director of Human Resources, Julie Wilson stated that the company values its employees and their families and that these benefits increase morale and productivity. Staff retention increases and client satisfaction increases as the same face works on their project from start to completion. Julie Wilson also stated that employees should not have to choose between the children they love and the job they need.

Station Casino

Station Casino opened in 1997 and employs 2400 employees in an area where unemployment is less than 2%. In the United States full employment is considered to be 4.5/5%. Therefore the casino is working with a deficit of employees. The casino carried out research amongst its employees and found that:

- family issues were the cause of 26% of unscheduled absences;
- work/personal balance influences who 56% of respondents work for;
- 70% of employees are afraid of short-changing their families.

Station Casino has developed a culture where work/family conflict is openly acknowledged and policies are designed to effectively integrate job and family responsibilities. The casino opened its childcare facility in May 1999 and work has already started on four new childcare sites in Las Vegas. Children's Choice offers 24-hour childcare 7 days per week. Station Casino decided to contract out the childcare facility. The senior executives thought that childcare was not their area of expertise so they accepted tenders from already established childcare providers. The incentive for the childcare provider was a donation of a 40,000 square foot piece of land and a captive audience. The incentive for the casino was a flexible workforce and no capital outlay.

The government offers tax subsidies to employees for childcare but not all employees are aware of this, particularly new parents. Station Casino has appointed a Benefits Co-ordinator who educated employees at their 'celebration' orientation. He/she also invites new employees back after 60 days to check their progress with paying their childcare on pre-tax basis. The facility currently has 650 families registered and staff turnover has reduced by 23% since the facility opened. The company does not advertise vacancies in the recruitment section of the newspaper. The Director of Human Resources has made a conscious decision to advertise in the business section and to highlight the childcare facilities in order to both recruit and to market the company.

Staff turnover in 1997 was 80%, 1998 was 70% and 1999 was 56.2%. A direct correlation cannot yet be made between this reduction and the childcare facility because the facility is not yet open a year but the senior executives believe that the facility has had an impact on staff morale, flexibility and productivity. Parents can relax because they know their child is well looked after. The childcare facility will never refuse to accept a child and will increase staffing levels if necessary because they are aware that saying no could have an impact on the casino's bottom line.

Other family-friendly initiatives include the introduction of the Ceridian work/life programme, which means employees can telephone a free phone number when they face a crisis or problem in their everyday life such as their washing machine breaking down. The person at the other end of the telephone, who will speak 14 languages, will research assistance for the employee and call him/her back within 30 minutes. They have also a contract with an outside firm to provide counselling to their employees on a range of issues such as alcoholism. They provide transport to and from work for those living in the inner city, are building a softball pitch and offer paid time off to employees.

Director of Human Resources, Rick Salinas, listed the benefits of the childcare facility as staff retention, reduced absenteeism, easier recruitment and improved image in the market place.

VCW Inc

VCW Inc is an insurance company which employs 70 people. It established its on-site childcare facility in April 1989 with only four children. The childcare facility currently has 14 children aged from six weeks to five years.

It was established by Cheryl Lomack, the owner of the company. She had young children and was finding it difficult to balance work and family. The aim of its establishment was to develop long-term employees. Cheryl Lomack stated that she could not afford not to provide childcare as she made immense savings through staff retention, recruitment and training. The childcare facility is included in all job advertisements and several employees have said that the childcare facility was the deciding factor for them.

One employee stated that he would not have been able to return to work without the childcare facility and that he can relax at work because he knows his son is being well looked after 'just downstairs'. Cheryl Lomack also stated that her employees were highly productive, covered absence and went the extra mile for the company when required.

Over 50%of employees in VCW Inc have over two year's service. When employees who do not have children were asked how they felt about others receiving a benefit that they could not, they stated that they were proud to work for a company that offered childcare and that they benefited through the fact that their departments were not disrupted when childcare problems arise. Employees with children miss less time from work so overtime and pressure are kept to a minimum and production stays high. VCW Inc also offers flexitime to employees for appointments.

PARTICIPATING COMPANIES

Participant(s): Carol A McCabe

Organisation: Department of Higher & Further Education, Training & Employment (formerly Training & Employment Agency)

Aims and Objectives:

My role within the Department of Higher & Further Education, Training & Employment is to develop a strategy for the promotion of Work Life Balance within Northern Ireland. My aim in participating in this visit was:

1. To listen to the companies with whom I was visiting in Kansas to ascertain which issues were of interest/concern to them in implementing any of the Work Life Balance practices which they observed in the United States.
2. To examine the relationship between the United States Department of Labour and the Kansas City business community so as to consider how best to adapt good practice to Northern Ireland.
3. To investigate how best to further use the experience of the Kansas employers for the benefit of Northern Ireland business.

Impressions:

The visit to Kansas enabled me to examine how some United States employers have made not just childcare, but the whole range of family friendly employment practices such a high priority. Childcare was the main issue for those companies which we visited, other family friendly practices such as flexible working, working from home etc were very much a part of standard contract of employment, as a way of attracting and retaining the best employees.

Recommendations:

As a result of the visit, I intend taking the following action:

1. Consider how to ensure that the campaign to promote Work Life Balance in Northern Ireland adds value to the work already being done within NI companies.

2. Develop links with more United States manufacturing companies.

3. Develop links with the United States Department of Labour and their business to business mentoring programme, learning from their experience of working with the Kansas City business community.

4. Investigate how the Employers for Childcare Project can benefit the wider Work Life Balance campaign for Northern Ireland.

Participant(s): Jacqui Kennedy

Company: Huhtamaki Van Leer

Aims & Objectives:

Huhtamaki Van Leer is a worldwide force in the packaging industry, manufacturing a range of products for the food packaging and food service sector as well as for industrial use. The Portadown site specializes in the manufacture of plastic packaging for the yellow fats market and has a stable workforce of some 300 people. By participating in this project the Company hopes to be able to develop a range of family friendly policies which will promote work/life balance and create greater flexibility for existing employees. The Company also hopes to encourage more females to apply for positions within the factory in order to have a more gender balanced workforce. Finally, by implementing family-friendly policies the Company hopes to minimise some of the hidden costs within the business by reducing turnover and absenteeism thereby having a more profitable organisation.

Impressions:

The impact of seeing at first hand working models of best practice is immeasurable. The childcare centres visited by the Northern Ireland delegation all offered excellent facilities, although they differed greatly in terms of size and the way they were owned and managed. However, despite their differences, the companies had one thing in common – a clear commitment from the top of the organisation to the provision of family friendly policies. It is very apparent that with the average U.S. employee taking only 6 weeks maternity leave, the necessity for such facilities becomes paramount. This, coupled with a culture of longer working hours and the fact that many people do not have the back up of an extended family, has resulted in the American business world having to create imaginative solutions to recruit and retain a talented workforce. Whilst European legislation offers greater protection of basic rights, employers in Northern Ireland must recognise the tightening labour market and the need to develop policies which create flexibility and take account of the need for work/life balance.

Recommendations:

1. A representative group of employers from Kansas should be invited back to the Province along with representatives from the U.S. Dept of Labour to take part in a larger "Belfast based" conference which examines the issue of work/life balance in more detail.
2. The "Employers for Childcare" initiative should be replicated across the Province.
3. All of the companies/organisations who participated in the study tour should continue to network with the aim of ideas flourishing into positive outcomes.
4. Huhtamaki Van Leer should carry out a detailed survey to determine the actual needs of the workforce.
5. Having analysed the results of the survey, the Company should examine its level of turnover and absenteeism in order to develop a family friendly strategy which meets the needs of the employees whilst contributing to the profitability of the organisation.
6. The Company should encourage the involvement of its three recognised trade unions in developing family friendly policies.

Participant(s): Lindsay Gordon

Organisation: Craigavon and Banbridge Community Health and Social Services Trust

Aims and Objectives:

- To see how the provision of childcare is managed by USA companies;
- To find out about what flexible working arrangements are in place in Kansas City;
- To have an open exchange of ideas.

Impressions:

I felt the study visit was very successful as it allowed me to see on a first hand basis how different ways of working can operate – either in childcare provision or in flexible arrangements – within the workplace.

I was impressed by the enthusiasm and vitality of the managers who we met. They were very proactive and had been able to put into practice new arrangements, for example from the site childcare facilities in Cerner, Station Casino and VCW Inc, to Kansas City Insurance Departments "Infants at Work Programme".

I think it was the range of ideas and their ability to think imaginatively along with the evidence that these ideas had been put into practice that really made me think.

I have spoken to a number of people since my return and tried to relay the experiences of Kansas City – in practical ways of what we – as a Health Service Trust might be able to do.

Recommendations:

I think there is a lot of work that can and should be done. It is important to realise that we may not be able to achieve the 24-hour childcare facility at Station Casino however, there is so much we can do on a smaller scale.

I would also be very keen to keep up the network and meet on maybe a quarterly basis to exchange work practices and ideas.

I found the study trip very educational and I thoroughly enjoyed the whole experience.

Thank you for inviting me!

Participant(s): Christine Swail, Human Resources Superintendent
Deirdre Kelly, Human Resources Superintendent

Company: NACCO Materials Handling Ltd

Aims and Objectives:

- To learn at first hand how and why American companies have implemented family-friendly policies.
- To benchmark some of the best practice family-friendly policies available to employees in American industries.

Impressions:

The most impressive fact about Cerner was that it views "attracting top quality professionals, investing in them and keeping them from straying" as its top priority and hence they have clearly set the standard for enlightened employee recruitment and retention.

VCW Inc offers positive proof that you don't have to be a big corporation to be family-friendly.

Recommendations:

Employer Led Childcare Provision – the cost of providing an on-site childcare facility is expensive and it may be much more realistic to approach the provision of such a service from a consortium point of view i.e. joint effort with some of the other large employers based in our local area.

Lifeworks Programme – Determine whether or not the provision of such a service is available in the UK.

Cash Machine – Approach bank regarding the installation of an on-site cash machine.

Flexible Work Arrangements – Investigate the possibility of introducing more flexible work arrangements.

Participant(s): Tracy Blacker

Company: Moy Park Ltd

Aims and Objectives:

A general interest in all areas of family friendly policies initiated Moy Park's interest in participating in the Kansas City Study visit. From this we aimed to develop links with leading American industrialists and learn from their experiences of introducing crèche facilities and other family friendly policies. Our main objective was to observe policies and procedures in practice and implement same where possible.

Impressions:

My first impression of Cerner was one of complete shock, a gym, crèche and swimming pool all on the one-site beside your work was totally extraordinary. Not only that but the 'Cerner culture' could almost be touched and commitment to each and every 'Associate' was known and valued.

Station Casino's 'One-dial' 800 number was an innovative idea which is well worth exploring and their 24 hour crèche which facilitated all shift workers was very impressive. Employee involvement and belief in the schemes was well reflected through their advertising and recruitment literature.

VCW's crèche whilst physically small represented a large culture change and commitment within the company.

Within each company rules and procedures were well thought through and documented. Six weeks maternity leave in Northern Ireland terms would be unheard of and considered an insult yet was the norm in Kansas City. Bringing your child to work and unto your office for 6 months was unbelievable! The US Department of Labor appeared to be extremely tuned into both employer and employee needs and delivered appropriate advice and programmes accordingly.

Recommendations:

From the visit I would like to see developments within Moy Park in the following areas:

- A business mentor nominated to drive forward all family friendly issues.
- Ideas from United States family friendly policy literature and advertising developed to promote Moy Park's own policies.
- A one stop childcare facility in Craigavon explored even if it were to be shared among a number of local industries.
- Extended contract with American based companies to further explore ideas and culture, perhaps this time with larger manufacturing based employers who would have policies adapted specifically to the needs of process operative /shop floor workers.

Participant(s): Mary McConville, Personnel Officer
Claire Gilmore, Development Officer

Company: Henry Denny & Sons (NI) Ltd is a meat processing factory in Portadown, employing approximately 350 people. The company is a subsidiary of the Kerry Group.

Aims and Objectives:

- To find out more about the wider application of family-friendly policies i.e. Work Life Balance;
- To find out how the companies visited go about introducing these policies, the problems they faced and how they overcame them;
- The business case for implementing these procedures and the benefits. (Statistics);
- Ideas on some policies that we may be able to implement into our company.

It was noted that there were similarities between Kansas City and Craigavon in terms of the tight labour market in which we both operate. This meant that it was possible to relate a lot of what we saw to our own situation.

Impressions:

The overwhelming impression we gained was of a "can do" attitude in each of the companies ie once they identified a need they did whatever they felt was necessary to address that need despite the setbacks they encountered along the way. We feel that businesses in Northern Ireland could learn from the holistic approach that American companies have taken in order to recruit and retain quality staff in a difficult environment.

We saw a range of applications, some of which were very ambitious and some much more realistic, but all of which we will be able to refer to when measuring our own progress.

Recommendations:

While we feel that on-site childcare, employee gyms or infants at work programs, are very much far in the future for Denny's, we did return with ideas of small steps we might take to develop a Work Life Balance Culture. Some ideas we have had include:-

- Promoting health and fitness in conjunction with Action Cancer and the Chest, Heart and Stroke Association;
- Promoting employee development through the local colleges;
- Getting involved in relevant initiatives in the Craigavon area.

Participant(s): Cathy Donnelly

Company: Botanic Inns Ltd

Aims and Objectives:

1. To see best practice childcare in operation
2. To see 24 hour childcare in the hospitality industry
3. To meet with senior management of large companies and hear why they implemented childcare and what impact it has had.

Impressions:

1. Childcare is a priority within the companies we visited
2. The impact has been positive with measurable benefits such as reduced labour turnover
3. Employers are committed to the work/life balance and it appears that their employees perform better and are more committed as a result
4. All three companies varied in size, product and type of employee but needs within each company were identical
5. The childcare facilities were similar to facilities in Northern Ireland.

Recommendations:

1. Botanic Inns Ltd has decided to progress with subsidised crèche facilities for employees. The benefits that were listed by the senior management in the United States leaves an employer with little choice! The fear factor was eliminated by the fact that the crèche facilities were no different than what we have in Northern Ireland.

2. Childcare questionnaires have been issued and a small percentage of employees are interested in availing of the facility. The company was interested to hear from Station Casino that employees may be slow to take up places – it will save management being disappointed if initial take-up is slow.

ACKNOWLEDGEMENTS

The Employers for Childcare project gratefully acknowledges the following companies, organisations and individuals:

- The Department of Further and Higher Education Training and Employment
- The Equality Unit of the Department of Further and Higher Education Training and Employment
- The United States Department of Labour
- The Women's Bureau, Kansas City
- The Steering Committee of the Employers for Childcare project
- Station Casino
- VCW Inc
- Cerner
- NACCO Materials Handling Ltd
- Polarcup
- Craigavon and Banbridge Community Health and Social Services Trust
- Henry Denny and Sons Ltd
- Galen Plc
- Moy Park Ltd
- Botanic Inns
- The Honourable Kathleen Sebelius, Kansas State Insurance Department
- Johnnie Cartledge, Cessna Aircraft, Wichita, Kansas
- Karen Boeckstiegel, Daimler Chrysler Assembly Plant
- Mary Jane Myers
- Laurie Santos
- Keely Griffin
- Rose Kemp

APPENDIX I

ITINERARY

Saturday 4 March 2000

8.00 pm	Arrive Kansas City International Airport, Kansas City, Missouri

Sunday 5 March 2000

5.00 pm	Reception (hosted by Dr and Mrs Myers)

Monday 6 March 2000

8.00 am	Opening Meeting Remarks: Ms Marie Marin, Manager, Women's Employment Initiatives, Craigavon, Northern Ireland Ms Rose Kemp, Regional Administrator, Women's Bureau, United States Department of Labour
9.30 am	Transportation from Hyatt Regency to Cerner
10.00 am	On-site visit to Cerner, Ms Julie Wilson, Director for Recruiting and Associate Services
12.00 pm	lunch hosted by Cerner
2.00 pm	Transportation from Cerner to Station Casino
2.30 pm	On-site visit to Station Casino, Mr Rick Salinas, Director of Human Resources
6.00 pm	Dinner hosted by Station Casino
8.00 pm	Transportation from Station Casino to Hyatt Regency Crown Centre

Tuesday 7 March 2000

8.30 am	Transportation from Hyatt Regency Crown Centre to VCW Inc
9.00 am	On-site visit to VCW Inc, Mrs Diane Forbes, Office Manager and Administrator of Childcare Centre
11.00 am	Transportation from VCW Inc to Kansas City Marriott Downtown
11.45 am	Special Luncheon Programme Kansas City Marriott Downtown, Julia Lee Room (3rd Floor) **"Infants at Work Programme"** The Honourable Kathleen Sebelius, Commissioner, Kansas State Insurance Department Recognition of Region VII's Mentors/Mentees, Business to Business Mentoring Initiative on Childcare Ms Dorothy Witherspoon, Programme Development Specialist, Women's Bureau, US Department of Labour **Special Presentation**
1.45 pm	Walk from Kansas City Marriott Down to Regional Office of Women's Bureau
2.00 pm	Strategic Planning Session Employment and Training Administration's Conference Room 10th Floor, 1100 Main Street, Kansas City, Missouri

Facilitators

Mr Johnnie Cartledge, Cessna Aircraft (Childcare Centre) Wichita, Kansas
Ms Jane Wuertley Johnson, Cessna Aircraft (Childcare Centre, Wichita, Kansas
Ms Karen Boeckstiegel, Daimler Chrysler Assembly Plant, St Louis, Missouri

Wednesday 8 March 2000

9.00 am	Wrap Up Session, Hyatt Regency Hotel