

**FIRST LADY HILLARY RODHAM CLINTON
TALKING POINTS FOR THE WHITE HOUSE WORKING GROUP
MEETING ON STRENGTHENING CHILDREN AND FAMILIES
WASHINGTON, D.C.
MARCH 12, 1996**

- I'd like to thank you for giving me the opportunity to join you this evening. I'd also like to thank all of you -- from federal, state and local government agencies and from non-governmental entities -- for all that you do for children and families everyday.
- The goal of this meeting is to make all of you aware of what the Administration is doing to strengthen children and families, to hear from you about creative strategies you are using and the obstacles you are facing, and to look for ways that the federal government can be a better partner.
- As a society, our greatest challenge on the eve of a new century is to cherish our children and strengthen America's families. We can't simply talk about family values. We must act in ways that value families.
- Most of us understand that there is nothing more important in this world than how we raise and love our children. Parents have the primary responsibility for making sure our children grow up in stable, loving, two-parent homes. Nothing can replace the attention, encouragement and discipline of a parent.
- But there is also much that we can do as a society to help parents and support families. The question is how, as a society, do we build strong families, secure more educational and economic opportunities for individuals, rid our neighborhoods of crime, protect our environment, and nurture our children?
- We can only do it through partnerships in which all segments

March 11, 1996

**REMARKS AT WHITE HOUSE WORKING MEETING
ON PARTNERSHIPS FOR STRONGER FAMILIES**

DATE: Tuesday, March 12
TIME: 7:30 p.m.
LOCATION: Organization of American States
Washington, D.C.
FROM: Jennifer Klein and Brenda Costello

I. PURPOSE

The purpose of "The White House Working Meeting on Partnerships for Stronger Families" is to discuss ways that the federal government can be most helpful to states and localities attempting to develop community-based, comprehensive strategies for children and families. The meeting is designed: (1) to make states and localities more aware of existing federal activities; and (2) to get candid and constructive ideas from the people on the front lines of policy and practice to help guide federal actions and to build new partnerships to strengthen families. **The Administration's view that parents have primary responsibility for raising children is made clear in the attached statement, and the meeting will focus in large part on what government and community organizations can and should be doing to support parents.**

In the panel discussion following your remarks, the Cabinet Secretaries and other panel members will share with participants specific examples of what the federal government is doing to promote partnerships with states and communities to improve services for children and families.

II. BACKGROUND

Development of the Working Meeting on Partnerships for Stronger Families.

This meeting builds on a meeting on Comprehensive Strategies for School-Based and School-Linked Initiatives that was held by the Administration in July of 1994.

Participants in that meeting realized that strategies to improve education that developed out of that meeting could be applied more broadly to services for children and families. As a result, a Federal Working Group on Partnerships for Stronger Families was convened made up of representatives from the Departments of Health and Human Services, Education, Housing and Urban Development, Justice Labor,

Transportation, Commerce, and the Department of Agriculture as well as representatives from the White House offices of Domestic Policy, the National Performance Review, and the National Economic Council.

Preparation for March 12-13 Meeting. The Federal Working Group on Partnerships for Stronger Families met in January with representatives from local programs, community organizations and foundations, city health and justice departments, and state agencies and executive agencies. The group used a case study of the Sandtown-Winchester Community Center in Baltimore, Maryland to look at how the federal government can participate in and facilitate community and state efforts to improve services for children. The Sandtown-Winchester Community Center was formed in 1990 as part of a revitalization effort in the Sandtown-Winchester neighborhood of Baltimore. Community-driven efforts have reduced crime, increased employment, improved health and housing opportunities, and begun to stimulate the local economy.

March 12-13 Meeting. The March 12-13 meeting will continue this conversation and press for action -- that can be done administratively -- in the following areas: financing comprehensive strategies, building capacity, strengthening data and information systems, streamlining bureaucracy, and improving accountability.

Every state has been invited and has been asked to bring an individual working in education, an individual working in health, and a representative from the local level. The following states will be represented at the meeting: Arkansas, Colorado, Connecticut, Indiana, Iowa, Kentucky, Maryland, Minnesota, Missouri, North Carolina, Ohio, Oregon, Tennessee, Vermont, and West Virginia. In addition, there will be a number of academics and private sector participants, including the Danforth Foundation (that is supporting the meeting), the National Governors' Association, Bill Galston, the Carnegie Corporation, and the National Research Council's Board on Children and Families.

The meeting will consist of your remarks, a panel discussion with Cabinet Members and other agency representatives, a series of small group break-out sessions on Wednesday morning, and a town meeting moderated by the Vice-President on Wednesday afternoon.

Panel Discussion. Each Cabinet official or representative will focus on one thing their agency is working on to facilitate Partnerships for Stronger Families.

Secretary Cisneros: Reorganization of HUD

Secretary Riley: Ed-Flex Waivers

NOTE: The Department of Education has approved "ed-flex" waivers for five states (Oregon, Kansas, Massachusetts, Ohio and Texas). Under these waivers, the state must waive its own statutory or regulatory requirements and is given the authority to waive federal law without coming to the Department of Education for permission.

Attorney General Reno: Blended Funding for Safe Futures Cites

Peter Edelman: Family Preservation
Ellen Haas: USDA's Team Nutrition Schools
Elaine Kamark: NPR's activity to enable Cabinet Agencies to achieve their goals

III. PARTICIPANTS

Panel

Moderator - Carol Rasco, Assistant to the President for Domestic Policy
Secretary of Housing and Urban Development Henry Cisneros
Attorney General Janet Reno
Secretary of Education Richard Riley
Peter Edelman, Assistant Secretary for Policy and Evaluation at the Department of
Health and Human Services (for Secretary Shalala)
Ellen Haas, Assistant Secretary for Food, Nutrition and Consumer Services, USDA
(for Secretary Glickman)
Elaine Kamarek, Senior Advisor to the Vice-President and Director of the National
Performance Review

Audience

See attached list.

IV. SEQUENCE

V. PRESS

Closed.

VI. REMARKS

Talking Points prepared by Jennifer Klein.

February 27, 1996

The Honorable Donna E. Shalala
Secretary
Department of Health and Human Services
200 Independence Avenue, SW
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received

Dear Secretary Shalala:

As you know, the White House working meeting on Comprehensive Strategies for Children and Families -- originally scheduled for November 14-15, 1995 -- was postponed due to the partial government shutdown. The meeting has been rescheduled for March 12 and 13, 1996.

The purpose of this letter is to formally invite you to participate in a panel discussion on the evening of Tuesday, March 12. We will start with a reception and dinner, beginning at 5:30 p.m. The panel discussion will follow at 7:30 p.m. and will end promptly at 8:45 p.m. We will convene at the Organization of American States building, located on 1889 F Street.

The objective of the White House Working Meeting on Comprehensive Strategies - co-hosted by the Domestic Policy Council, the National Performance Review, the U.S. Department of Education, and the Institute for Educational Leadership - is to develop specific action steps to improve service results for children and families. We are bringing together representatives of various states and localities with extensive practical experience concerning the implementation of a more community-based and comprehensive approach.

Your participation in the panel will provide participants with the opportunity to hear about specific examples of what the federal government is doing to promote comprehensive strategies for children and families. It is this discussion that will set the context for our work the following day.

In preparation for March 12, the Domestic Policy Council meeting on Monday, March 4 will focus exclusively on Comprehensive Strategies for Children and Families. Materials for that meeting are forthcoming.

Please have the appropriate person on your staff contact Gaynor McCown, Senior Policy Analyst here at the Domestic Policy Council, if you have any questions. She can be reached at 456-5575.

In advance, my thanks to you for your consideration.

Sincerely,

Carol H. Rasco
Assistant to the President for
Domestic Policy

March 11, 1996

A MEMORANDUM FOR CAROL H. RASCO

FROM: GAYNOR McCOWN

SUBJECT: MARCH 12-13

The purpose of this memorandum is to provide a general overview of activities on March 12 and 13th with a specific emphasis on your participation. Attached you will find the following:

- Annotated Agenda
- Reception Groups
- Dinner Groups
- Talking Points for March 12
- Session One / Two Groups
- Session Three Groups
- Talking Points for March 13

The White House Working Meeting on Partnerships for Stronger Families will begin with a very brief reception on Tuesday at 6:00 p.m. During the reception, each participant will be asked to talk with at least four other people with the same color badge. Specifically, participants will be asked to:

- (1) Learn something about each other's work, and
- (2) Discover what the other people hope to gain from and contribute to the meeting.

If you are able to attend the reception your name badge will have a purple dot. Therefore, you will speak with others (list attached) who have a purple dot. Facilitators and staff will mingle and help with pulling people into conversations.

The dinner will begin at 6:30 p.m. You will be seated (list of others seated at your table is attached) at table # 14. There is no formal program during the dinner but we have placed at least one core meeting planning person at each table to serve as a "table host" and facilitator as needed.

The panel discussion will begin promptly at 7:30 p.m. Please note that the First Lady is scheduled to be there at 7:30 p.m. to make some brief remarks before the panel begins. However, this is subject to change. In addition to the First Lady, the following principals have confirmed their participation:

- Secretary Cisneros
- Secretary Riley
- Attorney General Reno
- Peter Edelman
- Ellen Haas
- Elaine Kamarck

We have asked each panel member to speak for five minutes, focusing on one activity their agency is engaged in to promote

partnerships for stronger families. On your talking points, I have included the full names of each panel participants, their titles and an indication of the topic in which they will focus.

The sequence of events for Tuesday evening will be as follows:

YOU will make some brief remarks.**

**In setting the tone, YOU will outline the broad goals for this initiative --Partnerships for Stronger Families -- providing a context or the "glue" that ties together the various related activities throughout the administration.

YOU will introduce the First Lady.

The First Lady will speak for about 10 minutes.***

***At this point, the First Lady is scheduled to leave immediately following her remarks.

YOU will then call on each Cabinet official.

NOTE: Each Cabinet official will focus on one thing their agency is engaged in to facilitate Partnerships for Stronger Families. Following is a list of officials, in the order in which they will speak, along with an indication of what they will focus on during their presentation:

Secretary Cisneros: Reorganization of HUD
Secretary Riley: Ed-Flex Waivers
Attorney General Reno: Blended Funding for Safe Futures
Peter Edelman: Family Preservation
Ellen Haas: USDA's Team Nutrition Schools
Elaine Kamarck: What NPR is engaged in to better enable Cabinet Agencies to achieve their goals.

Talking points for your presentation and introduction of the First Lady are attached.

WEDNESDAY: MARCH 13, 1996

On Wednesday morning, we will begin the day in small groups. From 8:00 a.m. to 8:30 a.m., we are allowing for introductions and networking in the small groups. At 8:30 a.m. the session will begin. In these groups, state and local participants will outline, to each other as well as to other participants, key aspects of their efforts to improve the lives of children and families. What factors are essential to success? How could changes in federal, state and local roles and relationships enable greater success? Each group will have three states as well as some diversity of governmental, foundation and other representatives. I would suggest you participate in the small group with the States of Indiana, Minnesota and Vermont. This session will be facilitated by Richard Gross, Executive Director, Council of Governors' Policy Advisors.

Session two will be in the same groups. Each group will now focus on the draft "Framework for Federal Action." Are the major issue areas the ones that are most significant to states and

communities? If not, how should they be revised? Which actions are most important to foster and support effective state and community strategies for children and families?

Lunch begins at 12:00 p.m. and will be very informal (box lunches) in the Indian Treaty Room.

Session three -- beginning at 1:00 p.m. -- will be broken down into issue areas. I would like to suggest that you participate in group one, which will focus on building capacity. Judy Chynoweth will facilitate this session.

The Vice-President will moderate session four, the Town Hall Meeting. The session begins at 2:30 p.m. and the Vice-¹⁵ President's participation is scheduled for 2:30 p.m. - 3:00 p.m. However, there is a good chance he will be a little late. Therefore, I have provided a list of people who you will call on, along with specific questions for each one.

Following the Town Hall Meeting, there will be a short break. We will reconvene for the final session at 4:00, which will be facilitated by Elaine Kamarck. This session is an opportunity to focus on specific action steps. Each person will be asked to spend about five minutes writing one / two immediate steps they will take. We will provide forms for them in their packets and collect them as they are leaving the meeting. Elaine will spend a few minutes focusing on next steps for the Federal Working Group, facilitate a discussion and she will close the meeting by inviting the states and localities to enter into partnership -- both formal and informal -- with the federal government.

The White House Working Meeting on Partnerships for Stronger Families will adjourn at 5:00 p.m.

THE WHITE HOUSE

WASHINGTON

February 12, 1996

MEMORANDUM FOR DISTRIBUTION

FROM: ELAINE KAMARCK
CAROL RASCO
ALICE RIVLIN
LAURA TYSON

SUBJECT: COMPREHENSIVE STRATEGIES FOR CHILDREN AND FAMILIES

The purpose of this memo is to provide an update regarding our ongoing efforts on Comprehensive Strategies for Children and Families. Unfortunately, the government shutdowns and weather have prevented us from staying on schedule but we want to take this opportunity to reiterate our interest in moving forward and to indicate a new timeline. Please note that we have rescheduled the White House Working Meeting on Comprehensive Strategies (previously scheduled for November 14-15) for March 12-13, 1996. More details about the meeting are forthcoming.

The National Performance Review, the Domestic Policy Council, the Office of Management and Budget and the National Economic Council are all making it a top priority to encourage federal agencies to explore all possible means to ensure that states and localities have the ability to pursue more comprehensive strategies for children and families. Several different Administration initiatives -- including the Department of Education's Working Group on Coordinated Services, the President's Prevention Council, HUD's Campus of Learners Project, the Youth Initiative Working Group, the Urban Policy Working Group, DOJ's Juvenile Justice Coordinating Council and other related reinvention efforts -- have provided us with ideas and suggestions for moving forward. Furthermore, the Empowerment Zone and Enterprise Community Initiative and the Administration's partnerships with Oregon, Indiana, West Virginia and soon Connecticut are indicative of our commitment to changing the way government does business. Your input and support are essential to this process.

In preparation for the White House Working Meeting on Comprehensive Strategies for Children and Families, a federal working group, comprised of representatives from your departments, has met several times to begin discussing specific action steps the federal government can take. On January 26, we hosted a discussion with individuals from the State of Maryland who have been working to implement comprehensive strategies for children and families. Representatives from local programs, community organizations and foundations, city health and justice departments, state agencies, and seven federal agencies participated in the meeting. This meeting provided a wonderful opportunity for federal government participants to hear directly from individuals whose programs and clients we are seeking to help. The substance of the discussion was based on a case study and local participants' experiences with federal government programs. The meeting closed with all federal participants indicating what they had learned and what issues they intend to address.

as part of their contribution to the concrete steps the federal government will take. The next step is for each federal agency to move forward on developing a specific plan for addressing issues identified.

We will have a follow-up meeting on February 14 to review agency plans and begin outlining an overall administration agenda for intergovernmental partnerships. The work that results from these two meetings will flow into the White House Working Meeting on Comprehensive Strategies for Children and Families (previously scheduled for November 14-15) to be held in the early part of March. Please note that while this meeting will be an opportunity to focus on all three levels of government, our primary interest is highlighting the changes that can be made at the federal level within existing law. Some examples may include: (1) inconsistent planning cycles or auditing requirements in federal categorical programs; (2) lack of flexible federal funding to support services; (3) difficulties in accessing Medicaid reimbursement; (4) conflicting confidentiality and eligibility requirements in education, health and nutrition programs; (5) lack of easily accessible information about what funding is available to support comprehensive strategies.

The White House Working Meeting on Comprehensive Strategies will result in a document that is as detailed as possible -- referring to specific action steps by the different levels of government and a strategy and timeline for accomplishing our goals.

UPDATED TIMELINE.....

***Early-February --
Agencies Develop Action Plans***

***February 14-- 10:00 a.m. - 12:00 p.m.
Final Federal Working Group Meeting to Refine Agency Plans***

***March 12-13
White House Working Meeting with States and Localities on Comprehensive Strategies for Children and Families***

***Early April --
Completed Document Summarizing Action Steps and Timeline***

attachment: List of Federal Working Group Participants

cc: Federal Working Group

**TALKING POINTS FOR CAROL H. RASCO
PARTNERSHIPS FOR STRONGER FAMILIES
MARCH 12TH DINNER PANEL**

- . I want to begin by welcoming you all here tonight. We were truly sorry that the last meeting was cancelled due to the partial government shut-down but we're glad to be with you here now. Many thanks for joining us.
- . I would like to begin with a special thanks to the Danforth Foundation for supporting this meeting, which is being co-hosted by the Domestic Policy Council, the National Performance Review, the Department of Education and the Institute for Educational Leadership.
- . I also want to acknowledge the efforts of a few individuals who have worked hard to prepare for the next couple of days: Margaret Dunkle, Director of the IEL Policy Exchange, Barbara Dyer, a Public Policy Consultant, Jeanne Jehl, Executive Director of the Working Group on Coordinated Services at the Department of Education, Jeremy Ben-Ami and Gaynor McCown from the Domestic Policy Council and Beverly Godwin from the National Performance Review.
- . We have invited each of you here to participate in this meeting because of the significant and effective work you are doing at the state and local levels to enable stronger families.
- . The purpose of the meeting is to get candid and constructive ideas from the people on the front lines of policy and practice to help guide federal actions and to build new partnerships that strengthen families.
- . I want to emphasize that this is a working meeting. Therefore, some of the documents you have received in your packet are working drafts which we intend to improve upon based on what we learn tonight and tomorrow.
- . But our work will not end tomorrow. These two days of meetings are part of an ongoing effort of the Clinton Administration.
- . There is a Federal Working Group on Partnerships for Stronger Families -- comprised of representatives from the Departments of Health and Human Services, Education, Housing and Urban Development, Justice, Labor, Transportation, Commerce, and the Department of Agriculture as well as representatives from the White House offices of the Domestic Policy Council, the National Performance Review, and the National Economic Council -- that has been meeting and will continue to meet and follow on what we learn here.
- . This meeting and the work of the Federal Working Group build on a White House

meeting held in the summer of 1994 on Comprehensive Strategies for Children and Families and many other activities the Clinton Administration has been engaged in since.

. It is our hope and indeed expectation that this meeting will give us the opportunity to begin thinking about some concrete and important steps toward building additional partnerships -- both formal and informal -- to enable all people to make the most of their lives through stronger families.

. But, in order to get from here to there, we will need thoughtful and candid input from all of you.

. As many of you know, the Clinton Administration has already entered into several federal / state partnerships and federal / local partnerships.

. These partnerships are a wonderful example of this Administration's reinvention effort, which is a big and important part of President Clinton's domestic policy agenda. Federal agencies are working together, more than ever before, to help enable States and communities to meet the needs of their families.

. One of the most exciting aspects of our efforts is that, in the interest of economic development and neighborhood revitalization, the focus is not just on bringing capital into the area. Children and families who live and work in the communities are at the forefront. Therefore, community residents, schools, religious and other community-based organizations are directly engaged in the process.

. Issues affecting children and families are not and should not be marginal issues when discussing economic development. Our notion of who we are as a people and what we stand for as a nation depends on the strength of our communities and that depends to a large extent on how we treat our children and families. President Clinton and the First Lady have made investing in the future of children and families central to the policy mission of this country. When families flourish, communities and nations will flourish.

. With the general philosophy that children are best served in the context of strong families and strong families make up strong communities, this Administration has worked hard to enhance and compliment the existing efforts in communities and to develop and implement comprehensive strategies for neighborhood revitalization.

. We look forward to hearing from you. Meanwhile, we would like for you to hear from several Administration officials about some of the specific things we have been up to.

. The panel participants tonight are:

Richard Riley -- the Secretary of Education

Henry Cisneros	-- the Secretary of Housing and Urban Development
Janet Reno	-- the Attorney General
Peter Edelman	-- the Assistant Secretary for Policy and Evaluation, HHS
Ellen Haas	-- the Assistant Secretary for Food, Nutrition and Consumer Services, USDA
Elaine Kamarck	-- Senior Advisor to the Vice-President and Director of the National Performance Review

We are grateful to all of you for taking the time to join us.

I would now like to introduce our first speaker. Ladies and Gentlemen, a champion for children and families, the First Lady of the United States -- Hillary Rodham Clinton.

NOTE: The First Lady will speak for approximately 10 minutes. Following the First Lady's remarks, panel participants will speak for no more than five minutes each to highlight one thing their department is doing that effectively promotes partnerships for stronger families. Attached is a list of panel participants, along with the topic they will focus on. Following the presentations by each panel participant, the audience will have an opportunity to ask questions. There will be a microphone available on the floor.

Secretary Cisneros:	Reorganization of HUD
Secretary Riley:	Ed Flex Waivers
Attorney General Reno:	Blended Funding for Safe Futures (or Comprehensive Communities)
Peter Edelman:	Family Preservation and Support
Ellen Haas:	USDA's Team Nutrition Schools
Elaine Kamarck:	What NPR is engaged in to better enable Cabinet Agencies to achieve their goals.

NOTE: If things go as scheduled, we will have 25 minutes left for questions from the audience. YOU will moderate.

As of 3/11/96

**WHITE HOUSE WORKING MEETING ON CHILDREN AND FAMILIES
PARTICIPANT LIST**

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THE WHITE HOUSE
WASHINGTON

March 4, 1996

MEMORANDUM FOR JEREMY BENAMI
GAYNOR McCOWN

FROM: PAUL DIMOND

SUBJECT: DRAFT STATEMENT ON CHILDREN AND FAMILIES

CC: LAURA TYSON
GENE SPERLING

I am sorry if I missed commenting on any earlier version of the draft statement, "Comprehensive Strategies for Children and Families." There is much to admire in the draft in its effort to flesh out the President's State of the Union call to "all of us" -- media, schools, teachers, communities, churches synagogues, business, government -- to "accept responsibility to help our children to make it and to make the most of their lives and their God-given capacities." Nevertheless, I hope that you will consider three issues in any revision before finalizing the statement -- (1) the President's call for greater parental responsibility, (2) the President's call for empowering parents with greater opportunity to meet this challenge, and (3) the President's call for greater federal responsiveness and flexibility to "enable people to make the most of their own lives." I recommend that you consider these three issues so that the draft reflects for families and children the twin aspects of his State of the Union: "Self-reliance and teamwork are not opposing virtues; we must have both."

1. Parental Responsibility. You may want to consider how to weave into the draft the President's State of the Union message with respect to greater parental responsibility. The following points from the State of the Union may be relevant:

- the importance of teen pregnancy prevention and the private organization that is forming in response to the President's call
- the President's challenge to parents to work harder to stay together as a family in order to do better by their children
- the President's challenge to fathers who do separate from mothers to continue to help support and nurture their mutual offspring and to be subject to the toughest possible child-support enforcement
- the President's charge that it is the most basic human duty of both parents to take personal responsibility to do the job of raising their children to the best of their ability.

2. Empowering Parents to Meet their Parental Responsibility. Beyond just challenging parents to take greater responsibility, the President also called for empowering parents with

greater opportunity with which to meet this challenge:

- that is the core of his defense of the individual entitlement for Food Stamps and Medicaid and of the expanded EITC, housing vouchers and Pell Grants for low and moderate income families
- that is one of the prime reasons for our proposals for Child Credits, Education Tax Deduction, expanded and more flexible IRA, a G.I. Bill for America's Workers, raising the minimum wage, and providing income contingent student loans for working families.

Failure to include these pro-family components in the draft runs some political risk: in our desire to make federal grant programs that don't go to individuals more responsive, we may by omission undercut our defense of federal support that goes directly to parents to help them meet their primary responsibility to do the very best they can in raising their own children.

3. Federal Responsiveness and Flexibility. Finally, I urge you to consider recasting the federal role with respect community-based strategies for families and children: to shift the emphasis from a federal "vision" for "comprehensive strategies for children and families" to the federal government being responsive to local strategies for strengthening families and children. I believe that this shift in emphasis will help protect the President from attack in this political season by those who will claim that any "vision for comprehensive strategies" is an attempt to substitute "government" for a family's "own values" and "parental rights" in making decisions about how best to raise their own children.

I believe that we can avoid this potential for political attack by eliminating reference to "Vision Statement" and "Comprehensive Strategies" from the title of the draft and substituting instead "Strengthening Families and Children." This title could also more easily accommodate brief additions of the parental responsibility and family empowerment messages in the body of the draft text.

If this makes sense, then the third bullet in the draft could be revised as follows:

Serve Families and Communities. To enable families to help children succeed in school and grow up healthy, we recognize that families, children and communities do not come in neat, separate, "one size fits all" pieces. Rather than drawing rigid boundaries between services and supports for families, the federal government must be able to respond flexibly to the diverse strategies of local communities and families. Each member of a family must be seen and served in the context of that family and the supporting community, not as isolated individuals with isolated problems.

Similar minor revision of the other draft text bullets may be considered. You could then conclude with support for the pending Community Flexibility Bill which will permit the Administration to offer the type of flexibility and responsiveness outlined in your draft.

Let me know if I can be of any assistance if these three suggestions make sense to you.

TO: Hillary Rodham Clinton
FROM: Jennifer Klein
DATE: 2/29/96
RE: Federal Working Group on Comprehensive Strategies

I thought you might be interested in this new "Federal Working Group on Comprehensive Strategies for Children and Families." It will bring federal officials together with state and local officials, practitioners, non-governmental organizations and academics to identify problems with the federal government's role in implementing comprehensive strategies for children and families and to develop concrete steps to address those problems.

I am planning to attend the working group meetings. If you have any interest in speaking at the March 12-13 meeting, they would love to have you. The Vice President is coming one of the days.

cc: Melanne Verveer

THE WHITE HOUSE

WASHINGTON

February 27, 1996

MEMORANDUM TO FEDERAL WORKING GROUP ON COMPREHENSIVE SERVICES

FROM: Jeremy Ben-Ami 
Gaynor McCown 

SUBJECT: Materials for March 4 Meeting

Thank you very much to all of you who have submitted materials since the last working group meeting. The schedule for the next two weeks is hectic:

Monday, March 4 -- 4:45 p.m.

Domestic Policy Council Meeting

Cabinet Secretaries will be meeting with Carol Rasco, Elaine Kamarck and Alice Rivlin to review the initial vision statement and action plan and to discuss the status of the Oregon and Connecticut efforts.

Wednesday, March 6 -- 3:00 p.m. - 5:00 p.m.

Federal Working Group Meeting

Room 450 -- OEOB

Federal Working Group will meet to review the direction given by the Cabinet members and to continue to work on the draft vision statement and action plan in advance of the Working Meeting the following week.

Tuesday and Wednesday March 12-13

White House Working Meeting on Comprehensive Strategies

Attached please find two documents:

- (1) Draft vision statement
- (2) List of attendees at March 12-13 White House Working Meeting on Comprehensive Services

Please review the vision statement and get any comments back to us by Thursday at noon. We apologize for the short review time but we intend to circulate it to the Secretaries by the end of the day on Thursday for the Monday meeting. In addition to the vision statement and the list of attendees, we will also give them an outline of the action plans submitted to us by each agency. Please note that the vision statement and the outline of the action plan are both working drafts and we will indicate that to the Cabinet Secretaries.

In preparation for the meeting next Wednesday, we will send you a copy of the outline as well as a more detailed version of the draft action plan. You should plan to come to the meeting prepared with any edits, additions or objections. Many thanks for your cooperation.

THE OREGON OPTION

An Intergovernmental Partnership for Results

SUMMARY

Proposal: In July 1994, Oregon's governor and county and city government officials proposed a special partnership and long-range project with the federal government to test fundamental redesign of the intergovernmental service delivery system to achieve results.

Purpose: to encourage cooperation among federal, state and local entities to redesign and test an outcomes-based approach to intergovernmental service delivery.

Why Oregon? Using its pioneering efforts in benchmarking as a base, Oregon is uniquely suited for an experimental demonstration to develop an outcome-based approach to intergovernmental services. The State and local governments have several years experience using an outcomes model for establishing long-range vision, setting public priorities, allocating resources, designing services, and measuring results. The Oregon Legislature has adopted the "Oregon Benchmarks." Nonprofit organizations, businesses, and civic groups in Oregon are aligned to a benchmark process with State, county and local jurisdictions.

Principles to Guide Partnership. The Oregon Option is based on principles advanced by the National Performance Review:

- o Focuses on outcomes as the criteria by which to measure success
- o Intergovernmental and interagency -- brings together the community, local, state and federal levels to agree on desired results and work together to achieve them (i.e., shared accountability)
- o Oriented to customer needs and satisfaction, especially through integration of services
- o Biased toward prevention rather than remediation of problems
- o Systemic, sustainable change at all levels of the service delivery system to reduce red tape and micro-management
- o Delegation of responsibilities for service design and delivery to front-line, local-level providers
- o NOT about more money, but about re-directing funds to better achieve agreed-upon results.

Initial Focus of demonstration is on Oregon's human investment benchmarks, clustered as follows:

- Healthy children
- Stable families
- A developed (highly educated and prepared) workforce
- Cross cutting data and statistical issues

Federal involvement coordinated by the National Performance Review through a Federal Interagency Action Team made up of staff from the Domestic Policy Council, NPR, OMB and seven Cabinet Departments which have the most impact on the benchmarks Oregon wanted to focus on.

Each of the three benchmark cluster areas as well as the cross-cutting data and statistical issues are supported by an intergovernmental, interagency team. Some of the cluster teams have sub-teams to address specific benchmarks within that cluster (e.g., immunization) to bring in the appropriate stakeholders to work on each goal (e.g., pediatricians, health insurers). These teams are working to: identify best strategies to achieve the agreed-upon outcomes; to identify barriers to implementing these strategies and to measuring outcomes; and to remove barriers at all levels to improve outcomes.

**THE WHITE HOUSE
OFFICE OF THE VICE PRESIDENT**

FOR IMMEDIATE RELEASE
SATURDAY, February 24, 1996

CONTACT: 202-456-7035

**VICE PRESIDENT, GOVERNOR SIGN INTERGOVERNMENTAL AGREEMENT
New Partnership Will Help to Revitalize Connecticut Neighborhoods
FEDERAL- STATE-LOCAL PLAN SERVES AS MODEL NATIONWIDE**

NEW BRITAIN, CT -- Announcing a federal-state-local partnership that will serve as a model nationwide, Vice President Al Gore and Governor John Rowland signed today (2/24) an agreement that will help revitalize Connecticut communities by rebuilding inner city neighborhoods and stimulating local economic development. Connecticut joins Oregon as the second state that has an agreement with the federal government to redesign and test new forms of intergovernmental cooperation.

"The people of New Britain and other local communities know best how to rebuild and revitalize their communities and their economy," said Vice President Gore, who heads the National Performance Review to create a federal government that works better and costs less, a government that encourages innovative and flexible solutions at all levels of government. "The federal government should give them the technical support and the flexibility they need to get the job done. That's what we're doing today."

The agreement, called a Memorandum of Understanding: Connecticut Neighborhood Revitalization Partnership, will encourage and facilitate cooperation among federal, state and local entities to promote economic development and neighborhood revitalization. Specifically, the agreement reduces red tape and encourages flexibility among federal, state, and municipal governments.

The partnership serves as a model for improvements in federal-state-local partnerships across the nation. It is another example of the Clinton Administration's effort to create a common sense federal government that eliminates unnecessary regulations, removes bureaucratic barriers, streamlines organizations, and provides better and more cost-effective service for the American people.

In his visit to Connecticut, Vice President Gore was joined by Governor Rowland, Housing and Urban Development Secretary Henry Cisneros, Assistant to the President for Domestic Policy Carol Rasco, members of the Connecticut congressional delegation, and other federal, state and local officials on a tour of a Neighborhood Revitalization Zone where they talked with local residents and business owners working to bring back their community. The Vice President then addressed an audience of concerned citizens and officials at New Britain High School where he talked about the need to create better partnerships among local, state, and federal governments.

##

MEMORANDUM OF UNDERSTANDING CONNECTICUT NEIGHBORHOOD REVITALIZATION PARTNERSHIP

Purpose

The purpose of this Memorandum of Understanding is to encourage and facilitate cooperation among Federal, State and local entities to promote economic development and neighborhood revitalization in Connecticut's neighborhoods and to improve outcomes for Connecticut's residents. This special partnership will serve as a demonstration of principles and practices which may serve as a model for improvements nationwide.

Short term action plans or project agreements will supplement this Memorandum of Understanding as the partners work together on specific issues identified as barriers to economic development and neighborhood revitalization. Examples of areas where Connecticut would like to begin working together include: exploring innovative financing structures; developing a common property disposition agreement to dispose of abandoned and foreclosed property through a coordinated approach; modification of historical preservation requirements in low-income neighborhoods; reviewing lead paint abatement, asbestos removal, and urban site remediation procedures and regulations to develop ways to reduce the barriers yet retain necessary safeguards of public health and welfare.

Background

A six-year recession with the loss of more than 200,000 jobs, from which Connecticut is only now emerging, has caused Connecticut to completely reshape the landscape of community development and neighborhood revitalization. Public Act 95-340, An Act Establishing a Neighborhood Revitalization Zone Process was developed to articulate a new paradigm and vision. The Act represents the integration of three policy documents:

- o Connecticut's Goals and Benchmarks for the Year 2000 and Beyond
- o The Conservation and Development Policies Plan for the State of Connecticut
- o Consolidated Plan for Housing and Community Development

The goals, objectives and strategies embraced by Connecticut represent an innovative approach to community development requiring a major shift in roles and responsibilities for local, state and federal stakeholders -- one which moves all levels towards working together to solve problems and achieve results rather than focusing on specific rules.

These efforts led Connecticut, with overwhelming bipartisan support, to pass an extremely

innovative law, "An Act Establishing a Neighborhood Revitalization Zone Process." Public Act No. 95-340, which took effect on October 1, 1995. This Act creates a new model for economic revitalization of deteriorating neighborhoods -- the creation of Neighborhood Revitalization Zones (NRZ's) and a process for communities and governments to work together to support them. The law aims to empower local communities to make decisions; provide relief from burdensome state and local regulations and systems barriers, and provide for federal, state and local collaboration to coordinate governmental functions and personnel to develop and implement locally-driven strategic plans for neighborhood revitalization.

Numerous Connecticut State and local officials and the entire Congressional delegation approached the Vice President asking the federal government to partner with Connecticut in these efforts. This Memorandum of Understanding establishes the parameters for that partnership.

Principles to Guide Partnership

The following principles should guide the parties' cooperation in this undertaking. The partnership will:

- o Be structured, managed, and evaluated on the basis of results (i.e., progress in achieving Connecticut's stated goals or benchmarks). Moves toward measurement of results rather than micro-management and red tape.
- o Focus on customers.
- o Shift the impetus of planning and service design and delivery to the local level. Empower municipalities, neighborhood leaders, regional entities, and community constituency groups to foster neighborhood development.
- o Maximize use of federal, state, local and private resources through enhanced coordination and communication. Encourage a problem solving approach between communities and government (local, state and federal) based on mutual trust, collaboration and consensus decision making, where creative solutions to provide flexibility to achieve better results are negotiated and implemented, while streamlining the government's bureaucracy.
- o Integrate planning to account for the social, economic and physical development strengths and needs of communities.

Responsibilities of the Parties

Federal Role

The Community Empowerment Board, the National Performance Review, and federal agencies

will work together to support this federal-state-local partnership with Connecticut in the following ways. Federal partners will showcase Connecticut as a national model, to furnish information to Connecticut and federal agencies about related efforts, to provide maximum flexibility, to ensure interagency involvement, to designate staff to work with the federal representatives and Connecticut as needed, and to inform and involve the Vice President as needed.

National Model: Federal partners will promote and highlight Connecticut as a national model for innovative community revitalization and will share lessons learned from this partnership with federal agencies and other States and localities. As part of this effort, Connecticut officials will be invited to address other States at national forums. Federal partners will share available information with Connecticut on potential resources in conjunction with this effort.

Single Point of Contact and HUD Support: As the Connecticut Plan focuses on neighborhood revitalization, economic development, and housing issues, the Department of Housing and Urban Development (HUD) will take the lead on this partnership and assign a field representative as the ongoing single point of contact with Connecticut for purposes of this partnership. The State and HUD single point of contact will meet at least quarterly to review the progress in implementation of this Partnership. Additional HUD staff will partner with Connecticut as specific issues arises. The HUD single point of contact will serve as an interagency representative and will serve as convener on interagency issues to bring together other federal representatives as needed. Intergovernmental Project Teams will be formed to work through specific issues.

EPA Support: Connecticut is also focusing on environment, health and safety codes and regulations, as well as using "Brownfields" and other foreclosed and abandoned properties as a primary tool to revitalize neighborhoods. Therefore, the Environmental Protection Agency (EPA) will also assign one person as a primary EPA liaison for the Connecticut partnership with additional EPA staff support as relevant issues arise. EPA's Region I Office will provide the primary EPA liaison for the Connecticut partnership with support from EPA headquarters. The EPA staff will collaborate with the HUD contact to work regularly with Connecticut on this partnership.

Interagency Support: Other federal agencies will participate as needed throughout this partnership to support Connecticut and its communities.

- o The single point of contact (from HUD) will serve as convener on interagency issues.
- o Through the Empowerment Zone/Enterprise Community (EZ/EC) Task Force, the HUD lead will notify other agencies of waiver/barrier removal requests affecting their agencies and will process these requests.
- o Through the Community Empowerment Board (CEB) Working Group, HUD and EPA will notify other agencies of policy and other issues affecting their agencies. CEB

Working Group Members will identify appropriate experts and staff from their agencies to work with Connecticut as needed.

- o Connecticut will be able to access the technical assistance being provided to the EZ/EC cities.

Flexibility: To the fullest extent feasible in terms of authority and available resources and without compromising public health and welfare, the federal partners will help provide flexibility to Connecticut by processing waiver requests, removing barriers, using regulatory discretion, and providing technical assistance to identify possible alternatives to enhance local flexibility.

- o The HUD and EPA liaisons will process waiver/barrier removal requests that fall within their respective jurisdictions.
- o The HUD single point of contact for Connecticut will work with the Empowerment Zone/Enterprise Community task force to ensure that flexibility requests from Connecticut that impact agencies other than HUD and EPA are processed by the relevant agencies.
- o The HUD liaison will present to the Community Empowerment Board working group any interagency policy issues or requests for assistance as they arise.

Information and Technical Assistance: To the extent feasible, the federal partners will provide Connecticut and its municipalities information and technical assistance as needed (e.g., benchmarking, performance measurement, data, capacity building, community development financing, negotiated environmental strategies, public safety strategies).

State Role

Single Point of Contact: The Connecticut Office of Policy and Management will provide a single point of contact between the Neighborhood Revitalization Zones (NRZs) and the federal government.

Coordination: The State will process waiver requests from municipalities and will look systematically across NRZs to analyze, synthesize, determine common requests, and coordinate waiver/barrier requests from the NRZs. The State will negotiate creative solutions which overcome barriers to community development. The State will help NRZs determine which flexibility requests require federal action and will then notify federal partners through the HUD single point of contact. To allow federal partners to address the State's most pressing needs and achieve the greatest results, the State will prioritize requests for flexibility based on the priority needs and the degree to which the alternatives offered by neighborhoods are likely to lead to superior results. The State will also identify common or "generic" requests to eliminate duplication.

Measure Results: The State will work with NRZs to help them meet the requirement of the law that they monitor and evaluate the progress of their plan. This will include the use of outcome and performance measures. The State will work with NRZ's to develop measures to track performance towards established goals.

Flexibility: The State will process waiver/modification requests from municipalities. The state official responsible for code enforcement will hold a public hearing after notification from the Office of Policy and Management (OPM) and must notify the municipal chief executive after the hearing of the decision regarding the waiver request.

Interagency Support: The State will review all NRZ Committee plans and provide feedback. The Connecticut Office of Policy and Management will coordinate multiagency collaboration to provide services, fund reallocation, technical support and training to neighborhoods. For example, the State may recommend models for community outreach, job training and education, conflict resolution, environmental and health performance standards, new technologies, and public safety strategies.

Local (Municipality) Role

Create Neighborhood Revitalization Zones: Through municipal resolutions, municipalities may create Neighborhood Revitalization Zones (NRZs) -- in areas where a significant number of properties are foreclosed, abandoned, blighted, substandard, or pose a public safety hazard. The municipalities will jointly determine zone boundaries with neighborhood committees.

Support NRZs: Municipalities will facilitate neighborhood planning processes, assign municipal staff, provide information to neighborhood committees, and modify municipal procedures to assist NRZs.

Planning: Municipalities will hold public hearings prior to the adoption of a neighborhood committee's strategic revitalization plan. Municipalities will submit proposed plans to the State (Secretary, Connecticut Office of Policy and Management) for review and comment. The municipality will then adopt the plan through municipal ordinance

Flexibility: Municipalities will review requests for waivers/modifications of local codes and regulations and forward relevant requests for waivers/modifications to state officials. Upon receipt of waiver requests from the neighborhood committees, the municipal chief executive official must notify the local official responsible for code enforcement and the Secretary of Connecticut's Office of Policy and Management. The local official will hold a public hearing and provide to the municipal chief executive after the hearing a decision regarding the waiver request and a reason if the waiver is denied.

Interagency Support: Municipalities will establish multi-agency collaborative delivery teams and will collaborate to identify regional solutions to achieve community development results.

Neighborhood Role

Strategic Planning: Neighborhoods will form Neighborhood Revitalization Planning Committees (tenants, property owners, community organizations, businesses with property in neighborhood, municipal official) to create and approve the neighborhood strategic plan for short term and long term revitalization of the neighborhood. The strategic plan:

- o will promote self-reliance in the neighborhood, home ownership, property management, sustainable economic development, effective relations between landlords and tenants, coordinated and comprehensive delivery of services to the neighborhood and creative leveraging of financial resources and shall build neighborhood capacity for self-empowerment;
- o will include provisions for obtaining funds from public and private sources;
- o will consider provisions for property usage, neighborhood design, traditional and nontraditional financing of developing, marketing and outreach, property management, utilization of municipal facilities by communities, recreation, and the environment;
- o will include recommendations for waivers of state and local environment, health and safety codes, and regulations that unreasonably jeopardize implementation of the plan;
- o will assign responsibility for implementing each aspect of the plan;
- o may contain an inventory of abandoned, foreclosed and deteriorated property;
- o may analyze federal, state and local environmental, health and safety codes and regulations that impact revitalization of neighborhoods;
- o may include components for public safety, education, job training, youth, the elderly, and arts and culture; and
- o may contain recommendations for establishment of municipal multi-agency collaborative delivery teams, including code enforcement teams.

Flexibility: Neighborhood Committees may request waivers and/or barrier removal regarding rules and regulations that impede the plan, particularly state and local environment, health and safety codes and regulations that unreasonably jeopardize implementation of the plan. Neighborhood Committees may also request local and state government to reallocate funds and personnel to the NRZs.

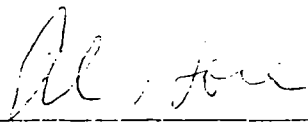
Measure Results: Neighborhoods will monitor and evaluate the progress of the plan.

Neighborhoods will report on the plan's implementation to the local legislative body, municipal chief executive official, and the Connecticut Office of Policy and Management -- every 6 months during the first year; annually thereafter.

Authorities

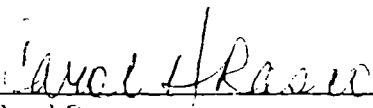
The principles and responsibilities covered in this memorandum are intended to improve the process of communities and government working together to revitalize neighborhoods. This memorandum does not commit any of the parties to a particular level of resources; nor is it intended to create any right or benefit or diminish any existing right or benefit, substantive or procedural, enforceable at law by a party against the United States, State of Connecticut, any state or federal agency, any state or federal official, any part of this agreement, or any person. While significant changes to the intergovernmental system are anticipated as a result of this effort, this is not a legally binding or enforceable agreement. Nothing in this memorandum alters the responsibilities or statutory authorities of the Federal agencies, or State or local governments.

Federal Partners



Al Gore
Vice President of the United States

Date: February 24, 1996



Carol Rasco
Assistant to the President for Domestic Policy

Date February 24, 1996



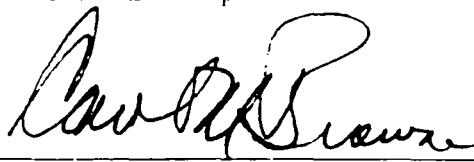
Alice Rivlin, Director
Office of Management and Budget

Date Feb. 22 1996



Henry Cisneros, Secretary
U.S. Department of Housing
and Urban Development

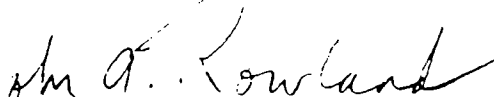
Date Feb 24 1996



Carol Browner, Administrator
U.S. Environmental Protection Agency

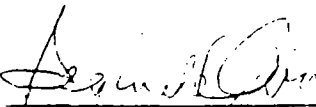
Date: Feb. 22, 1996

State Partners



John Rowland, Governor
State of Connecticut

Date: 29 Feb. 96



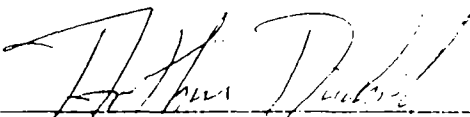
Reginald L. Jones, Jr., Secretary
Office of Policy and Management

Date: 29 Feb. '96



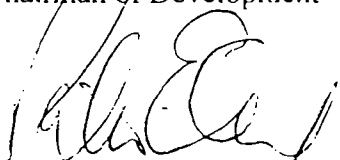
Dennis J. King
Executive Assistant to the Governor for Urban Affairs

Date: 29 Feb. 96



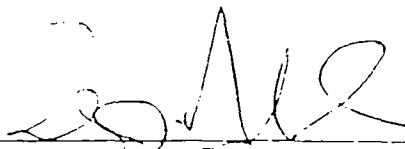
Arthur H. Diedrick
Chairman of Development

Date: 29 Feb. 96



Peter C. Ellef, Commissioner
Department of Economic and Community Development

Date: 29 Feb 96



Sidney J. Holbrook, Commissioner
Department of Environmental Protection

Date: 29 Feb 96

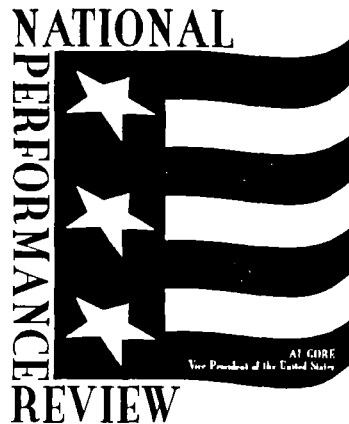
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REINVENTION'S NEXT STEPS: Governing in a Balanced Budget World



Background Papers
Supporting a Speech by
Vice President Al Gore

March 4, 1996

DRAFT

PARTNERSHIPS FOR STRONGER FAMILIES
FRAMEWORK FOR FEDERAL ACTION
WORKING DRAFT
03/12/96

BACKGROUND

The Clinton Administration is committed to working in partnership with other levels of government and with communities and families themselves to strengthen American families. Through this effort, the federal government will be coordinating a number of existing initiatives and starting some new ones designed to make it a more supportive and responsive partner.

A Federal Working Group on Partnerships for Stronger Families -- comprised of representatives from the Departments of Health and Human Services, Education, Housing and Urban Development, Justice, Labor, Transportation, Commerce, and Agriculture; and the National Performance Review, the National Economic Council, the Domestic Policy Council and the Office of Management and Budget -- has tentatively identified five issue areas and a series of action steps to be pursued by the federal government in order to assist local and state efforts to strengthen families. In each of these areas, the federal government will work toward developing partnerships with states and communities. To make these partnerships happen, all levels of government must take responsibility change. The areas are broadly defined and are intended to help organize the effort and bring fragmented pieces together. These issue areas will form the basis for dividing the Federal Working Group into teams to press forward following White House Working Meeting on Partnerships for Stronger Families on March 12-13. The issue areas are:

BUILDING CAPACITY
STRENGTHENING DATA AND INFORMATION SYSTEMS
IMPROVING ACCOUNTABILITY
STREAMLINING BUREAUCRACY
FINANCING

ACTION STEPS

This document -- Framework for Federal Action -- includes existing efforts and steps that have been proposed. Most of the action steps identified are administrative in nature. However, included in this document is an indication of legislative action, pending and otherwise, that will help enable the federal government to be more responsive to the needs of communities and families. Please note that this document is a working draft and still subject to change. Also, the specific action steps identified could in many cases be appropriately discussed under more than one issue area, so no great significance should be attached to their location.

BUILDING CAPACITY

This issue area encompasses action steps to ensure that those charged with implementing policies and managing programs at all levels of government, as well as those outside government, are providing and receiving as much appropriate training and technical assistance as possible in implementing comprehensive strategies.

a. Individual Agency Efforts With Communities Around Comprehensive Services

Department of Justice (DOJ) intensive support to thirty communities on coordinated services.

In the next two years, the Department of Justice will undertake an aggressive training effort -- including intensive support to thirty additional communities and general technical assistance for interested communities -- to focus on the coordination and utilization of similar federal, state and local activities.

DOJ's Office of Juvenile Justice and Delinquency Programs (OJJDP) training and technical assistance on implementing risk-focused prevention strategies, assessing risk and resource data.

OJJDP will provide training and technical assistance related to implementing "risk-focused" prevention strategies. OJJDP will also provide local communities and grantees with Delinquency Prevention Program Community Self-Evaluation Workbooks to assist them in building self-evaluation capacity.

Community Empowerment Board technical assistance efforts for Empowerment Zones and Enterprise Communities.

The 17 agencies of the President's Community Empowerment Board, led by the Departments of HUD and USDA, are responding to the technical assistance and training needs of the 105 designated Empowerment Zones and Enterprise Communities. These federal resources include specialized assistance with federal program implementation and local administrative structures; conferences and other information-sharing opportunities for communities to learn from one another's successful projects; and timely, responsive action on local flexibility and barrier removal requests.

HHS and Education Guide on Medicaid Reimbursement for School-Based Care

In collaboration with the Department of Education, and state and local health and educational agencies, HHS (HCFA) is planning to develop a guide for schools to facilitate understanding of the scope of benefits which may be accessed in serving children receiving medical services

in schools. This guide will provide comprehensive technical assistance in the area of Medicaid reimbursement for school-based care.

HHS / the Center for Disease Control (CDC) Collaboration with USDA's Special Supplemental Nutrition Program for Women, Infants and Children (WIC)

The CDC has been working with USDA's WIC program to improve Medicaid / EPSDT and project the needs for states in the development of performance criteria in child health.

Use the HHS video on managing for results more broadly throughout the Federal government.

The Department of HHS has developed a training video on managing for results, to be used in conjunction with their regional meetings to further develop public health performance partnership grants.

USDA and NPR "Managing for Results" training on the Web – training tool that could be valuable to other agencies, intergovernmental partners.

As part of the Oregon Option, the National Performance Review is partnering with the Department of Agriculture to develop an internet-based "Managing for Results" training, using the Oregon Option and Oregon benchmarks as examples.

USDA's Team Nutrition promotes healthy diets for children through a partnership of families; schools; communities; government; and health, education and food industry organizations.

Team Nutrition Schools serve as the community focal point for empowering children and families to make food choices for a healthy diet -- a critical factor in health and educational success. Team Nutrition provides, science-based nutrition messages to children in a language they understand, and reinforces the message through parents, educators and the food service personnel in homes, schools, and communities across the Nation.

b. Interagency Technical Assistance Teams

Justice/Education initiative on conflict resolution and out of school youth.

Within the next year, the Departments of Justice and Education will begin implementing a joint initiative directed at providing interested communities with promising conflict resolution programs and best practices in responding to the problems of youth who are in danger of leaving or who have left the educational mainstream. The initiative will provide assistance to selected jurisdictions and sites to develop or

enhance conflict resolution programs and programs for youth who are outside the educational mainstream, including those who are dropouts, truant, afraid to go to school, suspended or expelled. To help achieve these goals, a series of conferences, regional forums and intensive training and technical assistance programs will be held and co-sponsored by DOJ and DoE. Collaborative efforts will focus on prevention, early intervention and support services.

Education partnership with federal agencies and the Institute for Educational Leadership to align agency technical assistance efforts to comprehensive initiatives.

The Department of Education (DoE) plans to develop a partnership with other federal agencies and the Institute for Educational Leadership to align technical assistance efforts provided by the different agencies with other comprehensive initiatives serving the same communities.

Statistical Agency initiatives to provide technical assistance.

On an ongoing basis, agencies within the Federal Statistical System -- comprised of statistical units within each Cabinet agency -- are briefing state organizations about local area data produced by federal agencies. In addition, these agencies are assisting states in their efforts to develop statistical files from local program administrative records.

c. Training Federal Employees In New Approaches

HUD will be engaging in major retraining to prepare staff for reinvented roles.

One of HUD's primary missions will be to equip personnel with the skills necessary to succeed in the reinvented world of federal housing and community development. Federal staff will be trained on how to move from professionals who write and enforce rules to "change agents" who lead the deregulation agenda and help local officials adjust to and succeed in the new environment. As programs become consolidated and allocated by formula, HUD staff will help states, localities and citizen groups devise comprehensive community strategies.

STRENGTHENING DATA AND INFORMATION SYSTEMS

The third issue area encompasses steps to maximize the use of data technology in support of comprehensive service programs. These include helping states and localities develop their own systems to manage information across agencies, examining how information is provided to customers on federal programs and resources, and improving how states and localities report to the federal government electronically.

a. Assisting States In Designing Systems To Share Information Across Agency Lines

HHS/ASPE three state demo to link data from AFDC, Medicaid, Child Support, Child Welfare and other programs.

HHS is working to link data across programs. The Assistant Secretary for Planning and Evaluation is funding three states -- California, Massachusetts, and Iowa -- to link data from various programs (such as AFDC, Medicaid, Child Support Enforcement, Child Welfare, Unemployment Insurance, and Vital Statistics) to provide them the ability to study such issues as caseload dynamics, recidivism, and participation rates. In addition, they will be able to look at multiple benefit use and the economic, social and demographic characteristics of multi-service use populations.

HHS developing/sharing prototype child welfare information system.

HHS has developed a Statewide Automated Child Welfare Information System (SACWIS). Through this initiative, the Administration for Children and Families is providing enhanced Federal funding and technical assistance to States to support the development of comprehensive information systems for children and families served by the child welfare system. As part of this system, the Administration for Children and Families is working in partnership with a group of States and a private contractor, to develop a prototype that States can use to support and enhance their own information system development, tailored to the needs of each State.

HHS funding to Chapin Hall to build child-oriented, multiple program database. Creates complete record for every child receiving public aid in Illinois.

HHS has provided funding to Chapin Hall at the University of Chicago to build a child-oriented, multiple-program database using linked administrative data from a number of programs, including AFDC, Medicaid, Food Stamps, special education and foster care.

HUD EZ/EC information system.

The Department of Housing and Urban Development has provided

software to the 105 Empowerment Zones and Enterprise Communities and its grantees, which includes geo-maps of cities, down to the neighborhood and street level, showing where federal projects are located.

Oregon's Shared Information System (SIS).

The SIS developed for the State of Oregon combines records from ten program agencies into a statistical data base with standard definitions. The Census Bureau is working with Oregon to determine ways that State records could be used for national statistical purposes and to foster communication with other states on Oregon's success in handling technical and confidentiality issues that arise in using administrative records for statistical purposes.

USDA's support for Western Governor's Health Passport

The Health Passport Project will link state agencies and private entities in delivering maternal and child health services and WIC via portable electronic card technology. It will improve access to health care and supporting services by facilitating the sharing of information among programs. Families are empowered because they control the health information and benefit access on their personal smart card.

b. Information On Federal Programs And Resources

Coordinating Council on Juvenile Justice and Delinquency Prevention recommendation to develop a Management Information System on Federal youth violence reduction activities.

This system will provide ongoing information on Federal activities (grants, training, technical assistance, documents, milestones and accomplishments) to address youth violence and delinquency.

Education 1-800-USALEARN, on-line information, and Web page.

The Department of Education intends to increase access to information about Department Services and initiatives through 1-800-USALEARN and on-line information dissemination. The Departments Web page was rated among the best 5% of all Web pages.

EZ/EC Homepage

The Departments of USDA and HUD have established a WEB site -- <http://www.ezec.gov> -- providing information about federal resources, local accomplishments, and upcoming events of interest to the Empowerment Zones and Enterprise Communities. This site also points to other federal agency homepages as well as the Federal Register in

order to provide communities with timely information about upcoming federal grant opportunities. EZ / EC communities all have received on-line software and training --- an effort that will give hundreds of low-income families access to the information superhighway for the first time.

Note: Clearinghouses -- A number of programs have clearinghouses on youth programs, resources and information. Some of these are accessible through 800 numbers, others are now available on-line.

c. National Data/Statistics on Well Being of Children

Oregon Option statewide effort to develop benchmarks and data systems to track results.

As part of the Oregon Option, the Intergovernmental Healthy Children and the Data / Statistical Clusters have been working together to improve the databases and the display of data related to the healthy children benchmarks. Maps and tables --- by county --- have been developed to indicate how counties are doing in relationship to other counties and the state on benchmarks such as teen pregnancy, immunization among 2 year olds, and the infant mortality rate. Furthermore, Oregon has just announced statewide regional training workshops entitled "Doing the Right Thing With Data" to teach community partners how to work with these statistics -- as a tool for shaping policy, building bridges, and stimulating action in the communities.

Interagency Forum on Child and Family Statistics.

To foster coordination, collaboration, and integration of data gathered on child and family issues and information reported on child and family conditions, the Office of Management and Budget, the Census Bureau, the Center for Education Statistics, the National Center for Health Statistics, the Bureau of Labor Statistics, the National Institute of Child Health and Human Development and the Assistant Secretary for Planning and Evaluation at the Department of Health and Human Services have joined in creating an Interagency Forum on Child and Family Statistics to gather improved data about children and report on childhood indications in a more regular and systematic manner. ASPE -- a member of the Forum -- will soon issue a comprehensive report on child well-being, using data drawn from all available Federal sources.

Census Bureau initiatives to provide data on communities more frequently.

A number of efforts are underway to address the need for more timely

data at the local area level. For example, the Bureau of the Census is currently testing a proposed American Community Survey that would provide demographics and housing data annually for geographic areas with populations greater than 250,000 and would provide annually updated averages for rural areas, census tracts, and block groups.

d. Other Electronic Tools To Assist Communities

DOJ / OJJDP interactive CD-ROM for local jurisdictions to obtain information about programs and strategies that can be effective in reducing youth violence.

In FY '96, OJJDP will produce and disseminate an interactive CD-ROM program, which will enable local users to apply the forms and protocols, risk assessment information, and research and guiding principles provided on a diskette to strategies that address local needs.

Statistical Agency technical assistance via the internet.

Agencies in the federal statistical system are increasingly providing access to experts via the internet. For example, the Census Bureau now has an "Ask the Expert" option for users who visit the agency's home page and the Bureau of Labor Statistics home page includes a contract list of experts familiar with the agency's programs and products.

e. Helping States and others Meet Data Collection Needs

Statistical Agencies exploring processes for meeting federal data needs -- starting with Oregon.

An important part of the Oregon Option has been a strong focus on data and statistical needs associated with a results oriented government. The Office of Management and Budget and the Census Bureau convened several federal statistical agencies in a Data Cluster to partner with Oregon on data and statistical issues.

IMPROVING ACCOUNTABILITY

This issue area is that of improving accountability. One of the key principles of a reinvented intergovernmental partnership is managing for results, and evaluating and rewarding performance. All intergovernmental partners -- including the federal government -- need to look closely at how performance and outcomes are measured and evaluated.

a. Shared accountability – Achieving Benchmarks In Partnership

Oregon Option as pilot of this partnership in "shared accountability."

The Oregon Option is a pilot test for a results oriented approach to intergovernmental service delivery, to serve as a model for improvements nationwide. All partners are accountable for results rather than one level of government overseeing another and not feeling responsible for achieving results.

b. Outcomes-Based Evaluation Models for Comprehensive Service Efforts

HHS/ASPE Steering Committee on Evaluation reviewing existing work in the field and holding design workshops to produce an evaluation strategy for comprehensive community initiatives.

The Committee will develop a set of prototype evaluations that could be pilot-tested by communities. The Committee will also generate a set of measures for assessing progress toward improved outcomes in communities.

The School to Work Opportunities office is establishing a system of "progress measures" in partnership with states.

DOJ/OJJDP evaluation of six Safe Futures sites that will test Comprehensive Strategies.

OJJDP will support a national evaluation concurrent with the funding of six Safe Futures demonstration sites that will test OJJDP's Comprehensive Strategies. The participating communities will be expected to demonstrate a strong capacity for data collection and analysis to support an evaluation component addressing both process and outcome measures. Partnerships between local and national evaluators will be encouraged.

DOJ/OJJDP also helping to build local evaluation capacity and strengthening national and local partnerships to evaluate Federal initiatives.

OJJDP will expand the technical assistance and training role of the evaluation contractor. In addition to conducting evaluations of

individual projects, the contractor will be responsible for helping to build local evaluation capacity and strengthening national and local partnerships to evaluate federal initiatives.

STREAMLINING BUREAUCRACY

The fourth area includes steps that reduce the paperwork and other bureaucratic requirements that states, local governments and other partners confront in seeking assistance from the federal government. Steps would include coordinating the application processes required to pursue comprehensive programs, providing a single point of contact for communities and other mechanisms for simplifying requirements.

a. Applying for Discretionary Funding

The Department of Education is streamlining the process for managing discretionary grants application and management.

A serial process requiring actions by several program and fiscal offices is being converted to more customer-friendly team approach which will simplify and speed up grantmaking.

Streamlining Special Education discretionary funding.

The Department of Education is proposing a streamlining of special education discretionary grant programs for specialized functions such as training and research. Fourteen narrowly focused programs would be consolidated into five core areas.

Joint Request for Proposals (RFP) across DOJ/ OJP (Office of Justice Programs) Bureaus and programs.

OJP is considering a joint RFP across the OJP Bureaus.

b. Consolidated Plans

HHS/ACF expansion of number of states consolidating plans and planning processes.

In the guidance implementing the Family Preservation and Support program, ACF invited and encouraged states to consolidate plans for other child welfare programs into the comprehensive joint planning process. A number of states did this in the first year. ACF will work with additional interested to consolidate their plans and the planning processes in order to reduce paperwork and to encourage more holistic and comprehensive planning for programs serving families and children at-risk.

c. Single Point of Contact

HUD will create a single point of contact for each of about 183 jurisdictions.

HUD will create a single point of contact for jurisdictions with populations 150,000 or which are the largest city in each state and

counties with populations over 700,000. Instead of Mayors and local leaders working with three or four HUD offices to get answers on community priorities, one contact will be appointed for each jurisdiction.

HUD will be the single point of contact under the MOU (Memorandum of Understanding) with Connecticut. The HUD contact will serve as an interagency representative and convener.

Under the MOU with Connecticut -- signed by the Vice-President, the Domestic Policy Council, the Office of Management and Budget, HUD, EPA, and the State of Connecticut -- Connecticut would establish Neighborhood Revitalization Zones and a process for communities and governments to work together to support them. HUD will be the lead agency on this partnership and assign a field representative as the ongoing single point of contact, serving as an interagency representative and convener.

Governing Council on Children and Youth.

As part of the Department's reinvention proposals, HHS has established a Governing Council on Children and Youth. The goals of the Council are to: exercise leadership by recommending priority areas for investments of attention and resources; foster communication and build relationships across the Department of Health and Human Services, between HHS and other departments, and between HHS and private sector organizations; and to improve the quality, comprehensiveness and availability of resources both by removing barriers and by facilitating collaborative initiatives that streamline service delivery for children, youth and their families. As one of its first tasks, the Council helped to develop a "Children's Budget" as part of the Department's FY 97 budget submission. A youth subgroup is working to flesh out the "Safe Passages" proposal that was part of the Children's Budget. The Council has also started the "Healthy Child Care America Campaign," a national effort to raise awareness of the importance of healthy and safe child care.

d. Auditing

Education is working to align the process of integrated review of program implementation at the state level with the single-state audit process.

FINANCING

The actions in this issue area are designed to maximize the flexibility that states and other grantees have in using money they receive from the federal government. (Simplified application for funding is discussed in the "Streamlining Bureaucracy" section.) In many cases, specific legislative authority is being sought or has been granted to combine categorical funding streams or to permit waivers of statutes and regulations that currently prevent more comprehensive approaches from being implemented. The Administration's proposal to combine funding streams and provide greater flexibility are linked to increasing accountability for results.

a. Provide Greater Flexibility Within Existing Statutory Authority

Federal / State / Local Partnerships

Oregon Option

The federal government has entered into a formal partnership with the State of Oregon -- based on a Memorandum of Understanding -- to encourage and facilitate cooperation among federal, state and local entities to redesign and test a results-based approach to intergovernmental service delivery. With a primary focus on human investment benchmarks -- healthy children; stable families; workforce development; and cross-cutting data and statistical issues -- the Oregon Option is NOT about more money, but about re-directing funds to better achieve agreed-upon results.

Connecticut Neighborhood Revitalization Partnership

With a primary focus on neighborhood revitalization, economic development, and housing issues, this agreement -- based on a Memorandum of Understanding -- is to encourage and facilitate cooperation among federal, state and local entities. Like the Oregon Option, the partnership with Connecticut requires a major shift in roles and responsibilities for local, state and federal stakeholders.

Indiana

Mechanisms have been developed by which one contract may provide funding for multiple services to individual counties and / or a mechanism to allow multiple state agencies to blend funds to share expenses for collaboration activities around one activity have been developed.

West Virginia

A blended funding pool -- Family Resource Planning Fund -- administered by the Governor's Cabinet on Children and Families has been developed. The planning fund is used for: contracts with family resource networks; technical assistance and training for family resource networks; and support of the cabinet office.

Ed Flex Waivers

The Department of Education has approved Ed-flex waivers for five states (Oregon, Kansas, Massachusetts, Ohio and Texas). Each state has developed a comprehensive school improvement plan approved by the Secretary of Education. Under Ed-flex authority, the state must waive its own statutory or regulatory requirements, and is given authority to waive federal statute without coming to the U.S. Department of Education for further permission. Districts and schools affected by the waivers are held accountable for the academic performance of their students. The Department of Education has authority to designate one additional Ed-flex state, which they plan to do soon.

Empowerment Zones/Enterprise Communities

Recognizing the need for an entirely new kind of partnership between the federal government and low-income communities, the Clinton Administration has designated 105 economically distressed urban and rural areas as Empowerment Zones (EZs) or Enterprise Communities (ECs). In order to encourage and support bottom-up comprehensive revitalization in EZs and ECs, the President created the Community Empowerment Board (CEB), chaired by Vice-President Gore and comprised of the heads of 17 federal agencies. CEB agencies reward comprehensive planning and local innovation in the EZ/ECs with additional targeted program resources and a coordinated response to eliminating unnecessary regulatory or other federal impediments.

Family Preservation and Support

In implementing this Clinton Administration initiative, the Administration for Children and Families (ACF) at HHS has and continues to engage in innovative strategies related to program design and implementation at the federal, state and community levels. As part of a consultation process for the design of the program, ACF met with more than 2,500 people, including state government officials, representatives from community-based organizations, researchers and other experts, and families to be served by the program. As states

began to implement the legislation, they were encouraged to use all or most of their first year funds (up to \$1 million) to conduct a comprehensive and inclusive joint federal-state planning process. Several states have reported institutionalizing the comprehensive planning bodies created in response to the Family Preservation and Support initiative in order to support ongoing implementation and monitor the progress toward meeting established goals.

Medicaid and Welfare Waivers

Under section 1115 of the Social Security Act, HHS is authorized to grant states waivers of current laws governing the AFDC and Medicaid programs. This authority is intended to give states the flexibility to demonstrate alternatives that better match their residents' needs. HCFA is also working closely with several states to develop proposals under section 1915 of the Social Security Act. The 1915 authority offers states the flexibility to develop and implement creative alternatives to institutionalizing Medicaid-eligible individuals. HCFA works closely with states, both directly and through their Non-institutional Long Term Care Technical Advisory Group to continue to develop streamlined and innovative approaches to better serve Medicaid eligible children and adults. The section 1915 authority also permits states, among other things, to require enrollment of their Medicaid populations into managed care arrangements.

b. Performance Partnership Grants

President Clinton's FY 1996 Budget proposed the consolidation of 271 separate programs into 27 "Performance Partnerships" in the areas of public health, rural development, education and training, housing and urban development, transportation and the environment. Assuming legislative approval, HHS, HUD and other agencies will be proceeding with the creation of new performance partnerships that combine categorical funding into more flexible spending streams with accountability and rewards for performance. The Federal Working Group would help track how these are being developed, how states and localities are being apprised of the flexibility, and how lessons learned may be used by other programs and departments.

c. Other Legislative Action

The Local Empowerment and Flexibility Act

The Clinton Administration supports the Local Empowerment and Flexibility Act, currently pending in Congress. This bill proposes broad statutory and regulatory waiver authority in response to comprehensive

strategic plans --- centered around goals and measures of progress toward the goals --- developed at the local level.

HUD proposals for flex funding

The Department of Housing and Urban Development will seek legislative authority to support the creation of community partnerships in which government, intended beneficiaries, private-sector interests, community-based organizations, educational and medical institutions, and foundations develop a shared vision on how to focus and integrate government resources in the affordable housing and community development area.

Department of Education proposals for special education.

The Department of Education is seeking changes in due process procedures of the Individuals with Disabilities Education Act (IDEA) designed to encourage early-stage mediation to resolve issues about the educational program or placement for children with disabilities. The changes are intended to protect the rights of children and parents and have the promise of providing early, single resolution of due process issues.

THE WHITE HOUSE

WASHINGTON

February 12, 1996

MEMORANDUM FOR DISTRIBUTION

FROM: ELAINE KAMARCK
CAROL RASCO
ALICE RIVLIN
LAURA TYSON

SUBJECT: COMPREHENSIVE STRATEGIES FOR CHILDREN AND FAMILIES

The purpose of this memo is to provide an update regarding our ongoing efforts on Comprehensive Strategies for Children and Families. Unfortunately, the government shutdowns and weather have prevented us from staying on schedule but we want to take this opportunity to reiterate our interest in moving forward and to indicate a new timeline. Please note that we have rescheduled the White House Working Meeting on Comprehensive Strategies (previously scheduled for November 14-15) for March 12-13, 1996. More details about the meeting are forthcoming.

The National Performance Review, the Domestic Policy Council, the Office of Management and Budget and the National Economic Council are all making it a top priority to encourage federal agencies to explore all possible means to ensure that states and localities have the ability to pursue more comprehensive strategies for children and families. Several different Administration initiatives -- including the Department of Education's Working Group on Coordinated Services, the President's Prevention Council, HUD's Campus of Learners Project, the Youth Initiative Working Group, the Urban Policy Working Group, DOJ's Juvenile Justice Coordinating Council and other related reinvention efforts -- have provided us with ideas and suggestions for moving forward. Furthermore, the Empowerment Zone and Enterprise Community Initiative and the Administration's partnerships with Oregon, Indiana, West Virginia and soon Connecticut are indicative of our commitment to changing the way government does business. Your input and support are essential to this process.

In preparation for the White House Working Meeting on Comprehensive Strategies for Children and Families, a federal working group, comprised of representatives from your departments, has met several times to begin discussing specific action steps the federal government can take. On January 26, we hosted a discussion with individuals from the State of Maryland who have been working to implement comprehensive strategies for children and families. Representatives from local programs, community organizations and foundations, city health and justice departments, state agencies, and seven federal agencies participated in the meeting. This meeting provided a wonderful opportunity for federal government participants to hear directly from individuals whose programs and clients we are seeking to help. The substance of the discussion was based on a case study and local participants' experiences with federal government programs. The meeting closed with all federal participants indicating what they had learned and what issues they intend to address

as part of their contribution to the concrete steps the federal government will take. The next step is for each federal agency to move forward on developing a specific plan for addressing issues identified.

We will have a follow-up meeting on February 14 to review agency plans and begin outlining an overall administration agenda for intergovernmental partnerships. The work that results from these two meetings will flow into the White House Working Meeting on Comprehensive Strategies for Children and Families (previously scheduled for November 14-15) to be held in the early part of March. Please note that while this meeting will be an opportunity to focus on all three levels of government, our primary interest is highlighting the changes that can be made at the federal level within existing law. Some examples may include: (1) inconsistent planning cycles or auditing requirements in federal categorical programs; (2) lack of flexible federal funding to support services; (3) difficulties in accessing Medicaid reimbursement; (4) conflicting confidentiality and eligibility requirements in education, health and nutrition programs; (5) lack of easily accessible information about what funding is available to support comprehensive strategies.

The White House Working Meeting on Comprehensive Strategies will result in a document that is as detailed as possible -- referring to specific action steps by the different levels of government and a strategy and timeline for accomplishing our goals.

UPDATED TIMELINE.....

***Early-February --
Agencies Develop Action Plans***

***February 14-- 10:00 a.m. - 12:00 p.m.
Final Federal Working Group Meeting to Refine Agency Plans***

***March 12-13
White House Working Meeting with States and Localities on Comprehensive Strategies for Children and Families***

***Early April --
Completed Document Summarizing Action Steps and Timeline***

attachment: List of Federal Working Group Participants

cc: Federal Working Group

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The Federal Role in Comprehensive Strategies for Children and Families: State and Local Perspectives

**Report of a January 26, 1996 Meeting
At the White House**

February 2, 1996

Prepared by Leila Fiester at Policy Studies Associates
for the U.S. Department of Education
Contract EA 94063001

Overview

State and local practitioners, program administrators, and policy makers proposed changes in the federal government that could improve comprehensive strategies for children and families during a meeting convened by President Clinton's Domestic Policy Council on January 26, 1996. The meeting, held in collaboration with several federal and non-governmental partners of the Council,¹ gave representatives of federal agencies and programs a chance to hear from individuals involved in implementing comprehensive strategies what changes must be made to make the federal government more responsive to the needs of states and localities. The issues raised during the half-day discussion will inform federal agencies as they respond to the Domestic Policy Council's request for action plans addressing federal barriers to effective, comprehensive reforms.

Representatives from local programs, community organizations and foundations, city health and justice departments, state agencies, and seven federal agencies and executive offices² participated in the meeting. Participants focused their comments on a case study of the Sandtown-Winchester Community Center in Baltimore, Maryland.

During a plenary session facilitated by Carol Rasco, Assistant to the President for Domestic Policy, the eight state and local representatives used the case study and their own experiences to consider the following questions:

- What constitutes success for families like the one in the case study, and for the community center as an organization?
- What are the most important opportunities and challenges the family and the community center face?
- What are the obstacles to success? What specific federal, state, or local policies get in the way?

¹The National Performance Review, the Department of Education, the Federal Working Group on Comprehensive Services for Children and Families, the Policy Exchange of the Institute for Educational Leadership, the Alliance for Redesigning Government, and The Danforth Foundation

²The Departments of Agriculture, Education, Health and Human Services, Housing and Urban Development, Justice, Labor, and Transportation; the Office of Management and Budget; the National Performance Review; the Office of Intergovernmental Affairs; the Office of the Vice President; the Community Empowerment Board; the National Economic Council; and the President's Crime Prevention Council

- What can programs and organizations do to help families like the one in the case study? What would practitioners like to do but can't because of obstacles?
- What role can the federal government play to facilitate success?

Participants then formed four breakout groups to discuss what the federal government could do, stop doing, or do differently to better assist state and local practitioners in achieving results for children and families. Participants were urged to be as candid and specific as possible in describing problems and in proposing changes in federal policies and programs.

This report describes the context for the meeting, summarizes the discussion, and outlines the steps federal policy makers intend to take to respond to issues raised during the meeting. Appendix A contains the case study used in the meeting. Appendix B contains a list of federal working group participants.

Context for the Meeting

The January 26 meeting was part of a broader White House effort to identify and develop specific action steps the federal government can take to better enable states and localities to implement more comprehensive strategies for children and families, explained Elaine Kamarck, Senior Policy Advisor to the Vice President, in opening remarks. Other Clinton Administration efforts include: the Campus of Learners project sponsored by the Department of Housing and Urban Development (HUD); the Youth Initiative Working Group; the Working Group on Comprehensive Services for Children and Families administered by the Department of Education; the Empowerment Zone/Enterprise Community program administered by HUD and the U.S. Department of Agriculture (USDA); and formal partnerships between the federal government and state governments in Oregon, Connecticut, Indiana, and West Virginia.

Before beginning their discussion, participants viewed a video of the community-building partnership in Sandtown-Winchester, a neighborhood of Baltimore. Since its inception in 1990, the revitalization effort has spawned community work groups that established goals, developed partnership organizations, and mobilized residents. Residents have established an active community center. And community-driven efforts have reduced crime, increased employment, improved health and housing opportunities, provided human services and education, and begun to stimulate the local economy.

Despite these significant accomplishments, many Sandtown residents—like their counterparts in any urban area—still suffer because their needs outweigh their ability to obtain services and supports. The case study presented to meeting participants focused on one typical family: a young, pregnant single mother with an 11-year-old son beginning to hang out with gang-oriented youths; an eight-year-old son who seems headed for Special Education; and a young daughter with asthma. The case study illustrated the fragility of efforts to help such families and showed how dependent local projects are on short-term funding and on melding many systems of support together to serve a whole person or family.

State and Local Perspectives on Success, Opportunities, and Obstacles

In preparation for the meeting, the local and state participants were asked to consider the questions outlined above. During the plenary session, the participants described the ways in which their agencies or organizations can help families like the one in the case study succeed, either alone or by coordinating with other state and local entities—as well as the needs that remain unmet. Participants also identified obstacles caused by federal laws, policies, and practices that impede state and local efforts to help organizations help children and families succeed.

Opportunities for Success

What is success? Success in helping a family in need consists of two parts, suggested Rosalyn Branson, a community partnership consultant who works with family advocates. First, resolve the family's immediate crisis—in this case, helping them obtain heat and electricity in their home as well as prenatal care for the pregnant mother. Then, help the parent develop the basic skills she needs to gain long-term control of her own life—in this case, making sure the mother develops strong parenting skills, forms a connection with the family center, and becomes literate and that the younger son receives an educational assessment. "As many skills as we can give [the mother] to move forward on her own, that constitutes success," Branson said.

How can agencies and organizations contribute to success? A community or family center has several opportunities to contribute to this type of success, noted several participants:

- The centers have a leadership role in coordinating multiple systems and stakeholders, which can improve residents' access to services;
- The centers cultivate a family-friendly, accepting atmosphere that attracts residents;

- The centers take a holistic approach that addresses the needs of an entire family, rather than simply the problems of an individual;
- Because center staff can direct residents to specific services that are known to work, services can become more results-oriented and consumer-driven; and
- Because centers operate within the community every day, their staff have a true understanding of residents' needs, strengths, and challenges.

Schools can also contribute to families' success, especially through school-based health centers that provide preventive services as well as crisis intervention, said Theresa Knott, project administrator for student assessment at the Maryland Department of Education. School health centers and other programs that emphasize skill development, peer leadership, and counseling give children the skills and opportunities they need to avoid gang involvement and other situations that lead to crises; so do education initiatives such as Goals 2000 that address children's readiness to learn. "Kids can't learn if they're hungry and unhealthy," Knott said.

Churches and ministers also play a role in families' success, Knott noted. Because many community members are active in local churches, agencies and service providers should not forget to coordinate their efforts with those of religious leaders and institutions.

Obstacles to Success

Major obstacles identified by participants include:

Lack of time and funding for strategic thinking and partnership building. Although community and family centers serve as a focal point for coordinating many services in a community, it isn't easy to form partnerships among diverse stakeholders. Partners must resolve turf issues and develop a unified strategic approach to addressing residents' problems. Most communities do not have the time or money for in-depth planning and strategic action to achieve true coordination and collaboration among systems. "It's easy to say those words but much harder to make them real," observed Janis Parks, director of the Family Preservation Initiative.

A mismatch between program philosophy and community need. Many programs are good at fixing small problems but fall short of solving the bigger issues, observed Tom Coyle, assistant commissioner for maternal, infant care, and special projects at the Baltimore City Health Department. In the example from the case study, local programs may be able to provide child care for the family but may have trouble meeting broader needs: getting the mother into a family planning program and

finding housing and employment. "There is a huge gap between these individual services and turning people's lives around," Coyle said. "We ought to be about turning lives around...and we're not."

Lack of accountability among service systems and programs. The mother in the case study was pregnant with her fourth child and had had problems during previous pregnancies—yet she had not received prenatal care. "Where is the doctor who knew she had health problems?" asked Sherri Killins, chief of operations for the Empower Baltimore Management Corporation. "There is no accountability to service systems or organizations to catch problems and prevent them." Program management and performance standards should be rigorously enforced and linked to funding through incentives in order to promote accountability, agreed Pat Costigan, Vice President of the Enterprise Foundation in Baltimore.

Comprehensive programs should also increase accountability by taking a stronger role in evaluating needs and services, several participants said. In particular, programs should consider:

- What are the outcome goals for the community?
- What are specific indicators of progress for the community?
- What are the best sources and levels of data to show progress (e.g., by child, by family, by U.S. Census tract)?
- What are the programs that work, and how do we know that they work?

Evaluation tools such as client tracking systems are expensive for local programs, however. In addition, there is no mechanism for sharing data across systems; each program tracks its own information, making it difficult to track clients across systems.

Funding barriers. Many programs that have potential to prevent crises for children and families are forced to end services because they cannot find stable, sufficient funding. Other programs focus on crisis intervention because their limited funds are earmarked for these services—leaving the need for long-term, preventive services unmet. The lack of adequate funding also forces local agencies to face tough decisions about how services should be consolidated and streamlined, participants said. "With less federal funding and a smaller local tax base, how do we begin to look across agencies to consolidate effort without causing harm?" asked Linda Thompson, special secretary of the Maryland Office for Children, Youth, and Families.

Bureaucratic requirements further restrict funding for services to children and families; for example, school-based clinics operating in a managed care environment may not be able to obtain reimbursement from Medicaid for services if the clinic is not the students' designated health care provider.

In addition, categorical funding inhibits flexible strategies. Much of the federal funding that states receive for comprehensive services is legally earmarked for specific populations and is difficult to "unbundle." As a result, children must fall into narrow categorical definitions in order to gain access to funds; local programs find it hard to spend the funds in response to general need—for example, on preventive care—rather than on a category of service; and large, categorical departments develop in state and local governments that increase dependence on categorical funding and thinking.

The budget process under categorical funding is also a barrier; funding is based on meeting federal requirements under the various categories and not on serving a population of need, several participants said. In addition, programs must reapply for funding every year, and the constant application requirements place an administrative burden on local programs.

Disparate goals and purposes among service systems. Even if multiple service providers could sit down and work out a joint plan to address each family's needs, the differing purposes and priorities of education, justice, health care, and other systems would complicate a comprehensive strategy, Killins noted. As a result, programs lack common goals for helping families—or even an agreement that the common goal is to help families. "We have to remember, who's the system for? We're there to work for that family," Rasco agreed.

Inadequate referral systems. Many referral systems fail to address children's problems until they reach the crisis stage, participants said. Because local justice departments are funded to deal with delinquent and truant behavior but not necessarily to intervene in children's lives until these behaviors have been brought to their attention, "I probably wouldn't see [the 11-year-old in the case study] until two years down the road, and then they'd want him 'fixed,'" said Linda Ellard, Area 1 director of the Baltimore City Department of Juvenile Justice. Although justice workers would like to catch these cases earlier—perhaps when police first suspect a child is headed toward delinquency—there is no protocol for this type of communication between police and justice staff, Ellard said.

Further, funding for crime abatement tends to be geared toward crisis intervention rather than early identification and prevention. The social welfare system basically "lets the horses escape, then has the middle class pay for getting the horses back into the corral," Coyle said.

The impact of street drugs on families and communities. The violence and debilitation associated with substance abuse inhibit the success of children, families, and communities, Coyle said. Because there are economic incentives for drug trafficking, employment opportunities should be a key component of anti-drug programs.

What Can the Federal Government Do?

In subgroup meetings, participants agreed that the federal government should focus on the need for:

- Outcome-oriented planning (accountability) at the federal, state, and local levels, supported by an incentive system and linked to funding
- More meaningful technical assistance to build local capacity
- More cross-agency coordination and information sharing
- Partnerships between levels of government that assist and streamline data collection and evaluation
- Increased local flexibility in designing strategies that may not fit into federal categories

Participants suggested that the federal government take the following actions to support the above themes:

What Should the Federal Government Start Doing?

Administrative Actions:

- Have all federal agencies develop shared principles and goals for helping children, families, and communities. This will reduce categorical approaches to issues and needs.
- Build federal-state-local strategic planning teams that can identify important issues, barriers, and solutions.
- To streamline the planning and budget process, establish a single point of contact for applications for federal funding.

Funding Actions:

- Use the national goals developed by each agency to guide federal funding.
- Allow funding to follow people, not programs; increase local flexibility to use federal funds for non-categorical strategies.
- Emphasize the need to direct funding to the communities being served—not just to mid-level service providers. Perhaps the federal government should require every major social service provider to spend a percentage of its federal funding in the community (e.g., on salaries for community members).
- Reduce the amount of time local and state programs must devote to marketing and administration by establishing multi-year funding cycles for federal programs.

Actions to Promote Accountability and Evaluation:

- Have all agencies develop performance goals for whole groups at the local level, based on shared national principles and common definitions and practices.
- Rigorously enforce management and performance standards at the local level.
- Build incentives into accountability standards for federal funding.
- Incorporate funding criteria for evaluations into applications for federal grants.
- Collect, coordinate, and disseminate information on promising practices within and across agencies and service systems.

What Should the Federal Government Stop Doing?

- Stop limiting federal funding to categorical programs that discourage cross-system linkages or strategic planning around larger goals.
- Stop regulating inputs (e.g., emphasizing categories of need); instead, evaluate programs on the basis of their outcomes.
- Stop discouraging cooperation by adding new, narrowly defined requirements to existing laws. Instead of focusing on categorical regulations, encourage state and local governments to create teams of staff that can design comprehensive strategies across departments.

What Should the Federal Government Do Differently?

- Radically restructure technical assistance to make it more relevant to local priorities. Give local consumers the authority to choose the technical assistance that best meets their needs.

- Make sure that funding and other requirements under federal programs accept local incorporation of several program categories within a single strategic plan. Streamline and consolidate the application process and reporting requirements; shift funds into the more flexible federal programs that already exist.
- Include cooperation as a criterion for evaluating government employees; make cooperation across agencies and systems an expected part of the job.
- Clarify and revise federal procurement laws that restrict local flexibility in selecting technical assistance.
- Place a stronger emphasis on efforts that build local capacity. Include cities in designing partnerships with state and federal governments.

Next Steps

After the discussion, participants were asked to submit any additional ideas and questions regarding specific actions the federal government can take to better enable states and communities to help families meet their needs. Domestic Policy Council staff will integrate the suggestions into a single list that will be sent to all federal agencies, said Jeremy Ben-Ami, Deputy Assistant to the President for Domestic Policy.

By mid-February, each agency will review the suggestions and propose concrete actions that respond to the suggestions. The federal working group will meet again on February 14 to refine the agency plans and to begin developing an overall administration agenda for improving intergovernmental partnerships. In early March, the White House will convene a working meeting with representatives of approximately 15 states and localities. The purposes of the March meeting are (1) to enhance intergovernmental partnerships by seeking input from states and localities and by acting on that information and (2) to highlight specific changes that can be made at the federal level, within existing laws, to better respond to state and local comprehensive strategies for children and families. Staff expect to release a document summarizing the action steps, and a timeline for implementation, in early April.

A Case Study on Serving Families in the Community: The Sandtown-Winchester Community Center

January 26, 1996

The Sandtown-Winchester Community Center is located on Mount Street in the center of the Sandtown section of Baltimore. It is one of the few large public buildings in the mostly residential Sandtown community, which is part of the designated Empowerment Zone (EZ) in Baltimore. The building has a history: It was once an elementary school; in another period it housed a state teachers' college. The old building was abandoned and then rehabilitated for youth in the community through the U.S. Department of Labor's Youth Opportunities Unlimited Program, a demonstration program that ended a couple of years ago.

The community center is part of a larger effort to transform the Sandtown neighborhood into a viable, livable community. In this vision, the center becomes the hub of the neighborhood, changing systems to provide a continuum of services and that support success for residents of all ages. There is a dual focus on providing services for residents and changing existing public systems to make them more responsive to residents' needs. The transformation is a work in progress.

Now the center is headquarters for a variety of services and programs that are part of a comprehensive, community-based effort to transform Sandtown into a community that works for its residents. There are programs to serve anyone who lives in Sandtown, including Emergency Services; a Family Investment Center; a Youth Services area with after-school tutoring and support, recreation, and arts programs; a Family Support and Development unit; a literacy laboratory; the Sandtown-Winchester Improvement Association; and several employment and training programs. These programs receive funding from a variety of sources including the city's Department of Public Works, Community College District, and Commission on Aging; the State of Maryland's employment and training programs and emergency assistance funds; and the federal departments of Housing and Urban Development, Health and Human Services, and Transportation. Programs at the center also receive private funding from the Enterprise Foundation, the Annie E. Casey Foundation, and local foundations.

The Center serves residents of the community with a core of professional staff, supplemented by volunteers. In the Family Support and Development unit, five Family Advocates who live in the community work to help families meet their immediate needs and develop skills to become productive community members. Two more advocates will soon join the staff to work with families who live in public housing, funded by a Family Investment Center grant from the U.S. Department of Housing and Urban Development. The center serves as a training site for Americorps volunteers: There are 15 Youth Corps trainees. It also includes a Youth Build program with 58 participants and nine staff.

Several programs that are not coordinated by Center staff are also housed there: The seniors program employs two full-time and one part-time staff member to serve 50 seniors; the literacy program includes two part-time and one full-time staff member for 80 students; and the Youth Services Center includes two full-time staff and three VISTA volunteers. In addition, the Center houses outreach staff from a Johns Hopkins University program for pressure and diabetes.

The Center coordinator is developing a collaborative group of service providers who operate publicly-funded services in the community. This collaborative will work to address concerns about the systems that emerge when center staff members work to assist families and community residents. It will serve as a "quality assurance mechanism" to implement a customer-driven system of services and supports.

The process of developing the center and the outcomes of this work are being documented as part of a long-term, privately-funded evaluation of the neighborhood transformation effort and its impact on families and the neighborhood.

On a blustery cold day this winter, Diane Johnson, a Family Advocate at the Sandtown-Winchester Community Center, was in her office.

I'll never get caught up, she thought. I work with 35 families, and every one of them needs more than I can possibly give. Every time there's a problem, it's another new program, another new caseworker to call, another set of forms to help the family get through. I need to stay focused on the families' needs, but sometimes I feel as overwhelmed as they do....

She looked up when a young woman entered the office. Stephanie Jones was carrying a little girl, bundled against the cold. Following behind her were two older boys. Diane invited her to take a seat, and asked what she could do to help. "My heat and lights are out," said Stephanie. "The apartment is getting cold and my little girl is sick. My neighbor upstairs says that you can help me get the power turned back on again."

"I don't know how quickly I can get your heat and lights turned on," Diane replied, "but we can see if you are eligible for help from the Maryland Energy Assistance Program. Let's get started by thinking about tonight. It's going to be very cold. Is there any place you and your children can stay?"

For the next half-hour, Diane began to get information from Stephanie, little by little, to see what help she could piece together for the family.

As Diane talked to the mother, she noticed the children: Shauna was coughing and wheezing; Samuel, the middle boy, was never still, moving constantly around the room, touching every object, talking nonstop; Brian, the oldest boy, was quiet and withdrawn, looking only at the floor, never at his mother or the other children.

Working with Stephanie to complete the application for the Energy Assistance Program, Diane discovered that the electric bill had gone unpaid since early fall because Stephanie she had used the money to pay off bills that came due after her boyfriend Charles had left. Because of Stephanie's income, Diane concluded that Stephanie and her children were eligible for Energy Assistance Program funds. She called the emergency number at BGE (Baltimore Gas and Electric) and read the information to a worker there, who agreed to turn on the power during the next 24 hours if Stephanie brought the Energy Assistance application to her office in a nearby shopping mall by close of business that day.

With her immediate heating problems resolved, Stephanie began to relax a little and to talk about her children and her life. She introduced Shauna, as well as Samuel, who was 8 and in the

second grade at Gilmor Elementary School, and Brian, an eleven-year-old sixth grader at Harlem Park Middle School. She also said that she was expecting another baby in about four months.

Stephanie, now 28, dropped out of high school when she was 17, in tenth grade and pregnant with Brian. She always liked math, but had a hard time with reading. She would like to get her GED (General Equivalency Diploma) but has never gotten started going back to school. She doesn't know who would take care of the kids while she went to class and studied.

Stephanie has received support from the Aid to Families with Dependent Children (AFDC) program on and off since Brian was born 11 years ago. Because she receives AFDC, she also qualifies for Food Stamps and Medical Assistance. The family lives in a small two-bedroom apartment in the Gilmor Homes, a public housing project in the neighborhood. The boys also qualify for the federally funded nutrition programs. Samuel eats breakfast and lunch at school, but Brian doesn't like the "free lunch" at the middle school and usually buys a soda and some chips on his way to school.

In order to continue receiving AFDC, Stephanie had to say who had fathered her children. The father of the two boys was her high school boyfriend, Marcus, whom she has not seen or heard from since he left for Texas six years ago, saying he would send her money to join him once he found a job. Charles is Shauna's father and the father of the child Stephanie is carrying. He left the family several months ago, discouraged because he couldn't find work. Stephanie has heard that he is living in a nearby county, but she doesn't know how to reach him.

Diane listened and made brief notes while she thought about what it would take to help this family over the long haul. She found out that Stephanie had not yet gotten any prenatal care, even though she had high blood pressure during her previous pregnancy. When Diane gave showed Stephanie a pamphlet about the Healthy Start program, she noticed that Stephanie didn't pay much attention to the printed information, and Diane made a note to check on Stephanie's literacy level. And Diane asked about Samuel's nonstop energy: how was he doing in school? Not very well, Stephanie answered. He had already been retained in kindergarten for a second year, and now the teacher wanted to put him into Special Education.

But it was her oldest boy that Stephanie was really worried about. Since he started middle school last fall, Brian had found a new group of friends who cut classes a lot and spent time hanging out on the street during the day and especially after school, when there is little else to do. Brian is small for his age, his mother said, but he can run fast and take care of himself. But last week, the police brought in home in a squad car. He and his friends had been standing on the corner, fooling around, and someone threw a rock that hit the police car. All the bigger boys said that it was Brian who threw the rock, although he denied it. The police told Stephanie that they think Brian is involved with a street gang that deals in drugs. They talked about putting troublemakers like Brian into a juvenile detention home, and told Stephanie that she needs to keep him home and off the street.

By this time, the children were restless and ready to leave, and Stephanie had to take them on the bus to the BGE office and then to a friend's house until the her apartment was warm. Diane was concerned that Stephanie would not come in on her own again until there was another emergency, so she set up an appointment to visit Stephanie at her apartment next week, when the boys would be in school. And Diane began to ponder what she could really do to help Stephanie's family:

Stephanie needs to get prenatal care soon to reduce the chance that her high blood pressure will lead to her having a premature baby. I need to make sure that she gets to the Healthy Start Center right away, and they can get her into the clinic. Are there slots available in the WIC (Women, Infants and Children) food and nutrition program that is held at the Center on Tuesdays? And is the private funding for the Literacy Center going to be extended for the next six months?

Brian isn't a bad kid, just a bored middle-school boy looking for some adventure and approval from his peers. The after-school program at the Center is run by VISTA volunteers and it's a good place for kids, but there's a really good martial arts program at a shopping center nearby that helps kids make close connections with positive adults. The school can use Title I funding for kids who are failing academically, but who will pay for a kid to learn something normal and positive and give him something to do besides hang out on the street?

Does Samuel really need Special Education, or just some special attention from his family? Has the school scheduled an ARD (Admission, Dismissal and Review) meeting to develop an IEP (Individualized Education Plan) for him? Someone needs to go to that ARD meeting with Stephanie to advocate for her and for Samuel.

Is Shauna getting adequate medical care for her asthma? Do her frequent illnesses keep her from being enrolled in the Head Start program at Lafayette Square Elementary School? And if she needs to stay at home, could both Stephanie and Shauna be enrolled in HIPPY (Home Instruction Program for Preschool Youngsters) that is operated by Americorps volunteers from the Center and funded by local foundations? We need to get started with that little one to make sure that she will be ready for kindergarten.

Diane's list of questions about the family was long, and she knew how difficult it would be to negotiate the many systems on behalf of the Jones family to help it get its feet on the ground. She would need to obtain multiple copies of birth certificates, rent receipts, utility bills, and social security cards to establish eligibility separately for each federal, state, and local program. She would need to make phone calls to at least half a dozen agencies to navigate eligibility checks, waiting lists, and workload delays, encountering underfunded programs and workers who were concerned with only one problem of one family member. And she would need to work with Stephanie to build her confidence and ability to solve her own problems. It seemed that each program was designed only to provide one kind of service to one person. No one was thinking of the whole family. She was strongly committed to serving children and families, but this was much harder than it should be...

In her caseload of 35 families, Diane knew more than a dozen moms with stories much like Stephanie's. These women and their children could grow, she was convinced, if they could have full-time attention for a short time, an intensive "mentor mother" program. There were mothers in the community who had raised children successfully despite poverty and peer pressure and the other negative influences. They had skills that they could teach the younger mothers, and they could earn enough to improve their own lives. Perhaps the Center could start a new program to connect these women, one on one. Diane decided to propose the mentor mother program at the next staff meeting.

But at the meeting, Diane's bright idea got lost in concerns about developing a continuum of supports and keeping them operating at full strength. "The public funds just don't begin to support

this kind of a program. They are spread too thin, and I have so many restrictions on the ways funds can be spent that I have trouble paying anyone to work with more than one program," the coordinator said. "I end up patching from one source of funding to another all of the time, just to stay even. I have three proposals for foundation funding to write in the next two months just to continue the programs we now have. I know that advocates carry caseloads that are too high for the intensive work these families need, and I could use three more just to meet the needs of families we are seeing right now. This place is the hub of the whole community, but it's a struggle to provide the supports this community needs to survive."

"The community college pays for the literacy center to be open at night, but we must find private funding to keep it open in the daytime so mothers can come while their kids are in school," the coordinator continued. We have young people trained to fix up homes who are willing to volunteer to help older people in the neighborhood, but we don't have any way to get plastic sheeting and other materials so that these old places can be winterized. Half of our Emergency Services funding comes from private foundations. We will lose half our VISTA volunteers next year, and I hear that funding for Americorps may be eliminated by Congress. If that happens, we will not be able to keep the HIPPPY program operating."

Diane and the other members of the staff were quiet for a while. Finally someone said, *"There must be a better way to serve families and the community."*

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