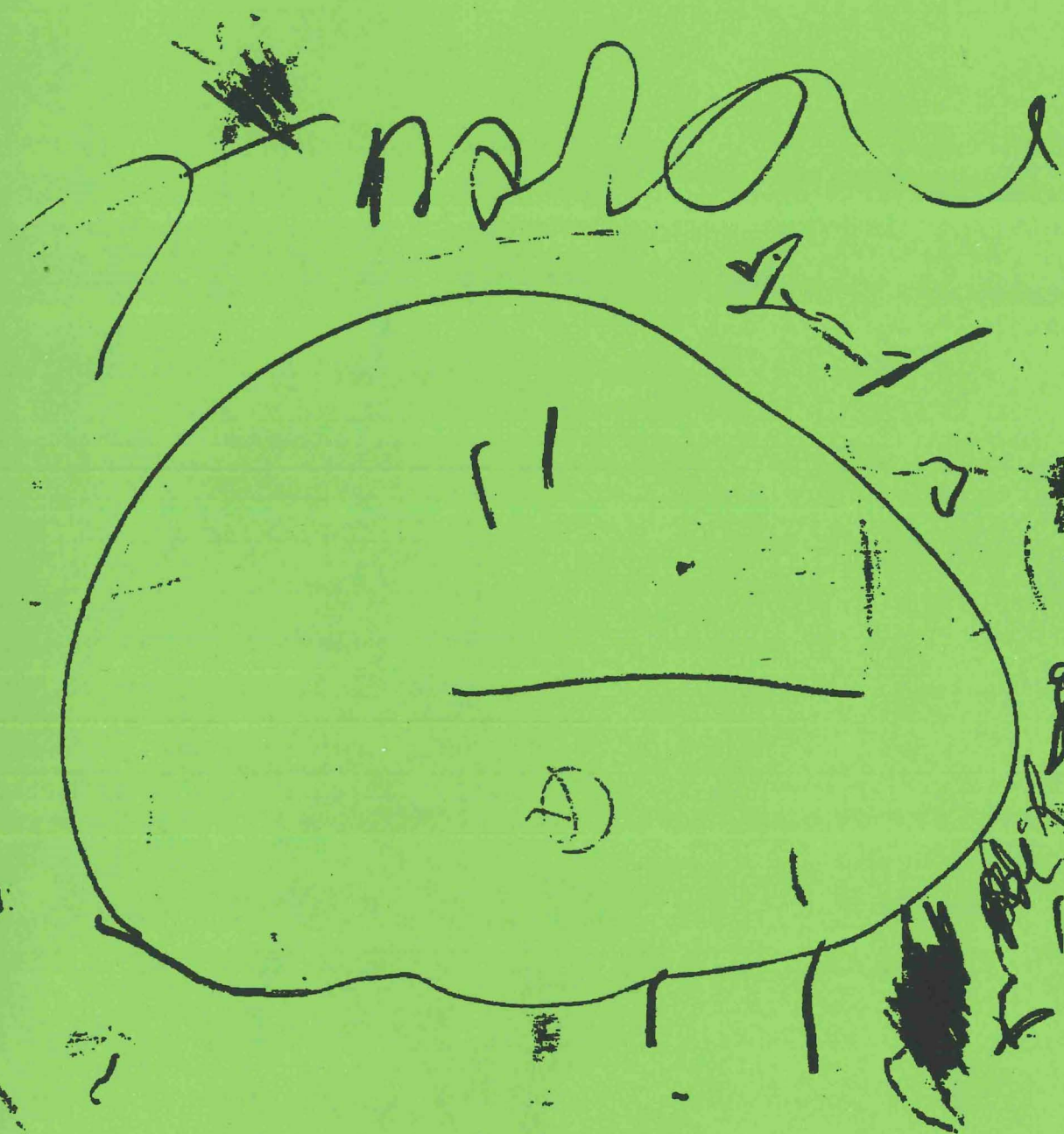


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# PROGRESS REPORT

Legislative Commission on Children, Youth and their Families  
February 25, 1992



Cover art by Soren Larson, age 3.

Pursuant to 1991 Laws, chapter 265,  
Article 8, Section 1, subd 5  
and coded as Mn Stat 3.873

Progress Report of the  
Legislative Commission on  
Children, Youth, and their Families  
(LCCYF)

February 25, 1992

To the  
Minnesota Legislature  
Pursuant to Minnesota Statutes 1991 Supplement  
Section 3.873, Subdivision 6



# **Progress Report of The Legislative Commission on Children, Youth, and their Families**

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# Introduction

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This progress report describes the first three meetings of the Legislative Commission on Children, Youth, and their Families (LCCYF) and the two day workshop on children's issues which the Commission held on December 10 and 11, 1991.

On the second day of the workshop legislators and legislative staff used the information collected the first day to create five vision statements for Minnesota's children. At the January 8, 1992 meeting of the LCCYF commission members combined the five vision statements into a single statement. This statement will significantly define the role of the commission and the state in meeting the needs of Minnesota's children and their families.

## Vision Statement

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The development of physically, intellectually, socially and emotionally healthy children is our state's top priority. To ensure this, the state shall focus on empowering every child's family. Every family shall be able to draw strength and support from its community.

To ensure Minnesota's future, the state and it's communities must make a significant investment in long-term family policies that support and enhance healthy, responsible, and productive individuals by:

- Developing physically, intellectually, socially and emotionally healthy children
- Preserving, strengthening and empowering families through collaboration among all state services and with other stakeholders
- Encouraging state service providers and other stakeholders to listen to families and respond to their needs
- Encouraging state service providers and other stakeholders to recognize that cultural diversity is integral to the well being of children, families and communities
- Enabling communities to provide strength and support to every child's family
- Promoting independence and stability among families through educational, economic, and early intervention programs
- Developing a consensus about a realistic definition of today's family that declares the child's best interests to be paramount

## Background

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### *The Commission was established by the 1991 Legislature*

The Legislative Commission on Children, Youth, and their Families (LCCYF) was established by the Minnesota Legislature in 1991 to:

- 1) study state policy and legislation affecting children, youth, and their families, and
- 2) make recommendations about how to ensure and promote the present and future well-being of Minnesota children, youth, and their families.

The commission consists of 16 members, eight from the house and eight from the senate.

### *The Commission's membership provides diverse perspectives*

House members are:

Jerry Bauerly  
Kathleen Blatz  
Becky Kelso  
Richard Jefferson  
Alice Johnson  
Wayne Simoneau  
Steve Swiggum  
Kathleen Vellenga

Senate members are:

Ron Dicklich  
John Hottinger  
Terry Johnston  
Fritz Knaak  
Pat Piper  
Jane Ranum  
Phil Riveness  
Judy Traub

The house members are appointed by the Speaker of the House and the senate members are appointed by the Committee on Rules and Administration. The commission membership:

- 1) has representation from each party,
- 2) includes members of the health and human services, governmental operations, education, judiciary, and appropriations or finance committees, and
- 3) includes members from both rural and metro areas.

## **Early Activities**

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### ***The first hearing: getting down to business***

The first meeting of the LCCYF was held September 23, 1991. At that meeting Representative Alice Johnson was elected chair and Senator Judy Traub was elected vice-chair of the commission, for two year terms. A brief overview of the legislation establishing the commission, and its responsibilities, was presented by staff. Chairperson Johnson then asked all the commission members to describe their background, and concerns, relating to children, youth and their families.

This request elicited a diverse set of responses, indicating the rich experience and knowledge brought to the commission by its members and the broad scope of their task. Members discussed:

### ***The commission membership provided a diverse set of goals***

- 1) the need for a better understanding of where program dollars were going and what they were buying,
- 2) the need to deal with increasing violence among juveniles and escalating costs of the juvenile justice system,
- 3) the need for a broad perspective and approach, i.e. early education for children and literacy programs for their parents,
- 4) the need for evaluation of programs and increased accountability of service providers in the system,
- 5) the need for better coordination and communication between stakeholders at all levels of the "system",
- 6) the need to find ways to bring parents and families into the "system" at all levels, and
- 7) the need to find out why some children and families fall through the cracks.

It was suggested that the commission needed to keep in touch with the Governor's Action for Children Commission and explore innovations in other states. Bill Marx informed the commission that there was technical assistance available from the National Conference of State Legislatures (NCSL) to facilitate their efforts.

### ***State adminis- trators provided their own research***

At the second meeting of the LCCYF on October 17, 1991 the commission heard testimony from Linda Kohl and Anne Jade from the State Planning Department, Commissioner Orville Pung from the Minnesota Department of Corrections, and Terri Barreiro and Ron James from the Governor's Action for Children Commission.



*Service providers  
and national  
experts educated  
the Commission*

Linda Kohl and Anne Jade presented information from two documents which State Planning produces, A Catalogue of State Agency Programs and Policies Affecting Children and Minnesota Children: Indicators and Trends. They also discussed the Minnesota Milestones project which had held a conference with children on October 4, 1991. Commissioner Pung discussed the trends he was observing in society which were leading to increasing criminal justice and corrections problems.

Terri Barreiro and Ron James discussed the ongoing work of the Action for Children Commission. They talked about the community meetings which the Governor's Commission had held around the state and what they had learned. Mr. James suggested that real change starts at the grassroots level and that people needed to be empowered to respond locally.

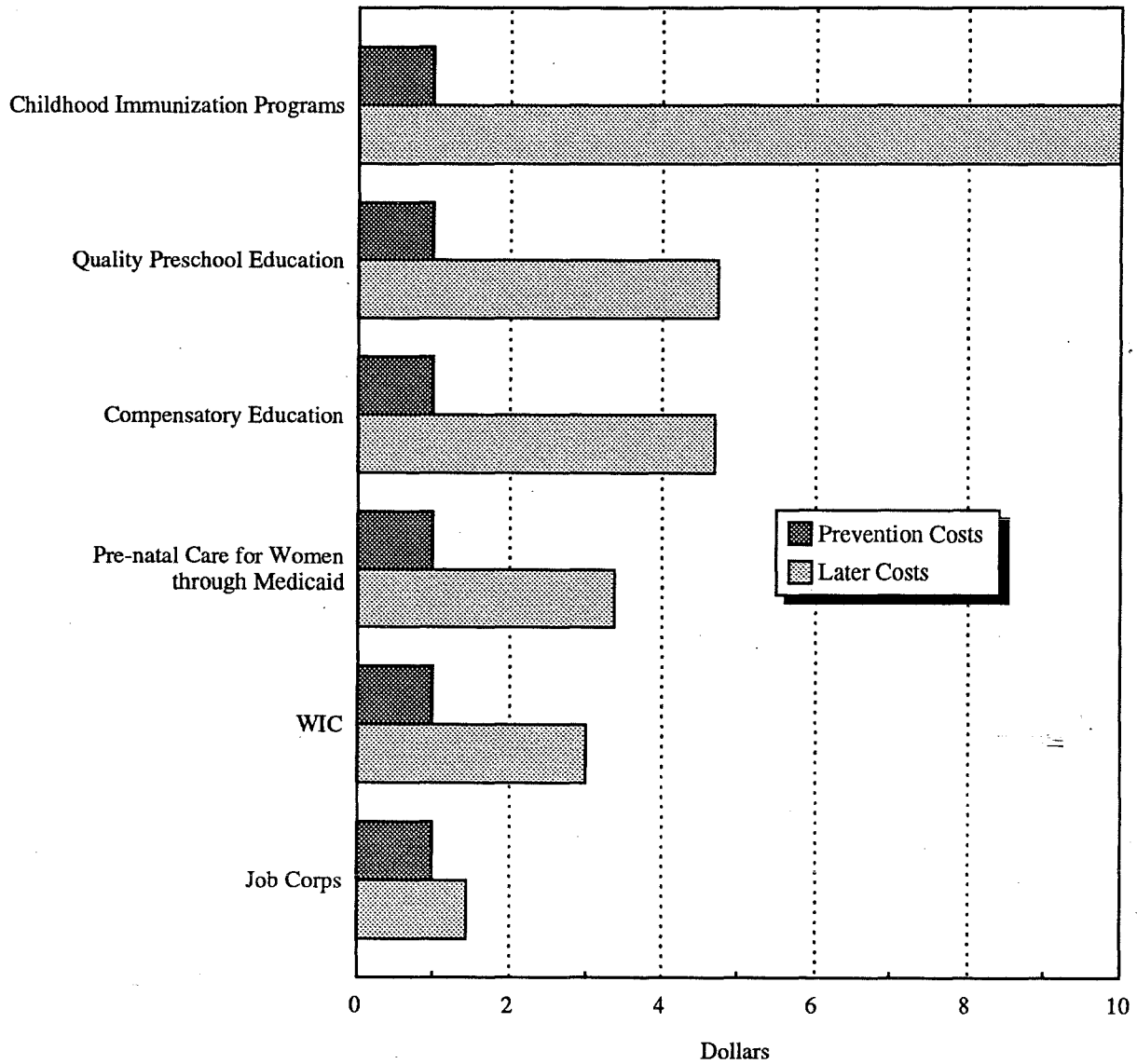
At the third meeting of the LCCYF on November 18, 1991 the commission took testimony from Michael Petit of the Child Welfare League, Margaret Engstrom and Randy Hopper of Cities in Schools Inc., and Anne Huntley from the Itasca Center: A Joining Forces Project.

Mr. Petit testified that while Minnesota is highly ranked among the 50 states on indicators of child welfare, that out of the 30 industrial nations the United States ranks 30th. Margaret Engstrom and Randy Hopper presented information on Cities in Schools, Inc., a national non-profit organization devoted to school dropout prevention. Ms. Engstrom discussed how this program was working in Farmington, Minnesota. This testimony illustrated some of the innovative techniques being tried around the country to better serve potential dropouts. Ms. Huntley spoke briefly about the Itasca Center, a multi-resource center designed to integrate education and human resources in a single environment.

Representative Bob McEachern presented H.F. 1741, a bill that increases funding by \$100 million for programs serving children, including Early Childhood Family Education, individualized learning & development programs, Head Start and Learning Readiness programs. The bill amends the learning readiness program to require School Districts to work with existing children's programs and to actively promote the co-locating of children's services where geographically feasible. The bill also permits the Commissioner of Education to contract with the Commissioner of Jobs & Training to distribute Head Start funding to grantees that collaborate with School Districts' Early Childhood Family Education programs.

The commission received information on studies done on the cost effectiveness of early intervention. This information was taken from studies evaluated in a report by the Congressional Select Committee on Children, Youth and Families. (See figure on page 5.)

## Early Intervention Cost Savings



Data Source: Opportunities for Success:  
Cost-Effective Programs for Children Update, 1990  
Report of the Congressional Select Committee on Children, Youth and Families

House Research Graphics

## **LCCYF Workshop for Children**

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### ***Commission plans workshop to gather insights on issues***

With the assistance of NCSL, the Center for Early Education and Development, and the United Way, the Legislative Commission on Children, Youth and their Families sponsored a two-day workshop on children's issues. The workshop was held on December 10th and 11th at the University of Minnesota's Earle Brown Continuing Education Center. The commission contracted with Dr. John Bryson, an internationally known expert on organizational structures from the Humphrey Institute, to facilitate the workshop. Representative Johnson and Senator Traub, chair and vice chair of the commission, respectively, discussed with Dr. Bryson their expectations for the commission and the workshop. With Dr. Bryson's agreement, the commission invited more than 125 public and private sector experts, service recipients, and legislators to participate during the first day of the workshop. Participants were asked to identify the strengths and weaknesses of the children's services network and to propose modifications to remedy the weaknesses. The commission invited 50 legislators and legislative staff to consider participants' insights about the children's services network during the second day of the workshop. Legislators and staff considered participants' responses in formulating a vision statement and legislative priorities for Minnesota's children. (See Appendix A, invitation; Appendix B, workshop agenda and; Appendix C, workshop participants.)

## **Day 1**

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### ***Workshop encourages interaction among stakeholders***

Part of Dr. Bryson's goal during the first day of the workshop was to encourage interaction among workshop participants and to elicit numerous responses to his questions about the efficacy of the children's services system in Minnesota. To that end, workshop participants were dispersed among ten tables and sat with individuals with experiences and expertise distinct from their own. During the morning session, Dr. Bryson asked the participants at each table to write on separate "snow cards" seven perceptions about the strengths, and later seven perceptions about the weaknesses, of the children's services system. As a table, the participants then taped their snow cards to the walls in the meeting room according to categories the table had devised. The lists from these exercises appear in Appendices D and E. Categories included:

- ▶ awareness of children's issues (or lack thereof);
- ▶ commitment to children's issues (or lack thereof);
- ▶ status of children;
- ▶ availability of children's services (or lack thereof);
- ▶ adequate service system and structure (or lack thereof);
- ▶ strong political leadership (or lack thereof);
- ▶ financial resources (or lack thereof).

***Dr. Bryson  
observes system  
fragmentation***

After the two morning exercises, Dr. Bryson noted that the tables' categories of snow cards reflected both an odd symmetry and much fragmentation. He observed that many of the items participants listed as strengths of the children's services system were later listed as weaknesses. He also observed that within each category there were very few items that overlapped. He concluded based on these observations that (1) participants believed that many of the system's strengths were also its weaknesses and (2) participants' widely diverging views of strengths and weaknesses indicated system fragmentation.

***Panel discusses  
children's issues***

During the lunch break, a panel composed of legislators interested in children's issues and experts on children's programs (Representative McEachern, Senator Hughes, Judge Kevin Burke, and Randy Hopper of Cities in Schools Inc.) spoke with participants about issues affecting the children's services system. The legislators fielded a number of questions from participants about the system's strengths and weaknesses and the legislature's role in reforming the system.

***Participants  
propose  
modifications to  
remedy system  
weaknesses***

After lunch, participants were dispersed a second time among the ten tables. Dr. Bryson asked them to propose modifications to remedy the weaknesses of the children's services system. The modifications could not require additional funding. Participants at each table wrote their proposals on snow cards. The table as a group taped the snow cards to the walls and then rearranged the cards by categories. Categories included:

- ▶ reallocating resources;
- ▶ revising the service delivery system;
- ▶ planning and evaluating programs;
- ▶ coordinating services and encouraging collaboration among service providers;
- ▶ changing legislative systems; and
- ▶ changing the system paradigm.

After all the modifications had been categorized the groups shared their modifications with one another. Each group was able to copy any modification from any other group and include the modification among its own list of modifications. As a last exercise, participants at each table were given seven red, seven green and seven blue dots to place by the modifications on their list they considered most important. Participants placed red dots by the modifications appropriate for the next session, green dots by the modifications appropriate for the next biennium, and blue dots by the longer term modifications.

***Staff collates  
responses***

Throughout the day, as participants finished one snow card exercise and began another, legislative staff worked to combine the common

snow card categories and comments into comprehensive lists of strengths, weaknesses, and solutions for legislators to use the next day. Only the solutions that received three or more dots/votes were included in the list of solutions (Appendix F).

## Day 2

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### *Legislators and staff review participants responses*

On the second day of the workshop, legislators, legislative staff and three observers were dispersed among five tables to review the lists of system strengths, weaknesses and solutions the previous day's participants had developed. Dr. Bryson again pointed out the significant amount of system fragmentation evidenced by the absence of overlapping items on the lists.

### *Legislators and staff write vision statements*

Taking into account the list of solutions, he asked the individuals at each table to write on snow cards their vision of what the state's role ought to be in meeting the needs of children and their families. The groups elected to each write a single vision statement which they read aloud to one another. Staff wrote the groups' vision statements on large tablets of paper placed on stands throughout the meeting room. Unlike participants' lists from the previous day that suggested much system fragmentation, the five vision statements were striking in their commonality of theme and content.

### *Judge Gomez discusses juvenile offenders*

During the lunch break, Judge Isabel Gomez, chief judge of Hennepin County Juvenile Court, spoke to the legislators and staff about her experiences with juvenile offenders and certain trends she observed:

- 1) increasing numbers of juvenile offenders;
- 2) more serious crimes committed by juvenile offenders;
- 3) increasing number of female juvenile offenders involved in violent crimes;
- 4) increasing numbers of young offenders.

Judge Gomez spoke of the need for a fundamental change in the way policy makers and service providers approach the needs of children, youth, and their families. Tinkering with the system would not help. She warned that if we do not act soon we will be confronting more severe problems and escalating costs.

Many of the comments Judge Gomez made about the plight of Minnesota's children and families reflected almost verbatim legislators' morning discussions about the content and purpose of a vision statement. A panel of legislators (Representative Greenfield, Senators Spear, Berglin and Reichgott, and Education Commissioner Mammenga) responded to Judge Gomez's comments with observations of their own about the plight of children and how the children's

***Legislators and  
staff prioritize  
suggested system  
modifications***

services system did and did not serve children and their families.

During the afternoon session the group attempted to prioritize within each category the suggested modifications to the system's weaknesses. For every category of modifications, each person could place a dot by each of seven items that represented important short term modifications and a dot by each of seven items that represented important long term modifications. Dr. Bryson urged each person to consider the vision statement of his or her group when prioritizing modifications.



## Appendices





## **Appendix A: Workshop Invitation**

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November 20, 1991

Dear (Stakeholder Name):

You are invited to participate in a ground-breaking effort with the newly established Legislative Commission on Children, Youth and Their Families. The commission is aware of your expertise in this area and seeks your input:

Date: December 10, 1991  
Time: 8:30 a.m. to 4:30 p.m.  
Place: Earle Brown Center,  
University of Minn. St. Paul Campus.

The purpose of this workshop will be to help determine the goals and direction of the Legislative Commission on Children, Youth and Their Families. This will not be another day of sitting and listening to the problems children face, but a time to work together to ensure the most effective policies and funding decisions are made for children.

The state's policy making process is fraught with fragmentation and turf battles. This workshop will bring together stakeholders such as yourself, legislative leaders and agency heads to examine the successes and failures of the process.

The workshop will be run by Dr. John Bryson of the Humphrey Institute of Public Affairs at the University of Minnesota. He has considerable expertise in assisting diverse groups to reach agreement on issues of common concern. Examples of questions the group might raise could be: Should there be children's committees? A children's budget? A children's department?.....

The following day, Dec. 11, commission members and legislative leadership, with Dr. Bryson's assistance, will examine your proposals and develop short and long term goals for the Commission.

Please respond to John Casserly in my office at (612) 297-8126 by November 27 to indicate your availability. Further information and a map will be sent to you when you confirm your attendance.

Sincerely,

Alice Johnson  
Chair, Legislative Commission on  
Children, Youth and Their Families

## **Appendix B: Workshop Agenda**

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Legislative Commission on Children, Youth and Their Families

### **Diagnosis and Prescription: A Workshop for Children**

Location: Room 42, Earle Brown Continuing Education Center  
St. Paul Campus, University of Minnesota

#### **December 10 Agenda**

- 8:30 Registration
- 9:00 Welcome by Representative Alice Johnson
- 9:10 Identification of strengths of the current systems of services for children and families.  
Moderator: John Bryson, Professor of Planning and Public Administration, Hubert H. Humphrey Institute of Public Affairs, University of Minnesota.
- 10:30 Break
- 11:00 Identification of weaknesses of the current systems of services for children and families.
- 12:00 Lunch can be purchased in the building's cafeteria.
- 12:30 Panel discussion
- 1:00 Identification of solutions given no new funding.
- 2:30 Break
- 2:45 Identification of possible legislative actions from the set of solutions.
- 4:30 Adjournment

#### **December 11 Agenda**

- 8:30 Registration
- 9:00 Welcome, Senator Judy Traub
- 9:10 Presentation of results of December 10 meeting. Additions and elaborations to those recommendations.
- 10:30 Break
- 10:45 Identification and ranking of recommendations for legislative action.
- 12:00 Lunch

12:30 Speaker: Judge Isabel Gomez, followed by panel discussion.

1:30 Development of a mission for the Commission. Short and long term goals.

4:30 Adjournment

## **Appendix C: List of Non-legislative Workshop Participants**

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Roz Anderson, School Age Child Care Alliance, 1751 Kelly Dr. Golden Valley, MN 55427

Margaret Boyer, Child Care Workers Alliance, 310 38th St, #226A, Mpls, MN 55409-1300

Judge Kevin Burke, Hennepin Co. District Court, 300 6th Street South, Mpls, MN 55487

Bobbie Butler, 1063 Manor Drive, Spring Lake Park, MN 55432

Karen Carlson, Dept. of Human Services, 444 Lafayette Road, St. Paul, MN 55155-3815

Phil Cohen, Brooklyn Ctr. H.R.A., 5501 Humboldt Avenue N., Brooklyn Center, MN 55430

Lester Collins, Council on Black Minnesotans, 2233 University Ave, St. Paul, MN 55114

Pat Conley, Association of MN Counties, 25 Charles Avenue, St. Paul, MN 55103

Kevin Cwayna, U of M Adolescent Health Prog. Box 721, UMHC, Minneapolis, MN 55455

Mary Jo Caplewski, Council on Family Relations, 3989 Central Ave. NE, Mpls, MN 55421

Albert de Leon, Council on Asian-Pacific Minnesotans, Summit Bank Bldg St. Paul 55103

John Desantis, MN Education Association, 41 Sherburne Avenue, St. Paul, MN 55103-2196

Denise DeVaan, MN Community Action Assoc., 1821 University Avenue, St. Paul, MN 55104

Kay Douglas, School District 882, P.O. Box 897, Monticello, MN 55362

Ann Elwood, MELD, 123 3rd Street North, Minneapolis, MN 55401-1625

Lois Engstrom, Dept. of Education, 992 Capitol Square, St. Paul, MN 55101

Martha Erickson, University Consortium, 75 E. River Rd, N645 Elliot , Mpls, MN 55455

Karen Fawcett, Winona Way to Grow, 654 Huff Street, Winona, MN 55987

Erna Fishhaut, Fact Find 226 Child Development, 51 East River Road, Mpls, MN 55455

Roxanna Foster, ECFE - St. Paul, 1914 Sherwood, St. Paul, MN 55119

Mayor Don Fraser, City of Minneapolis, 127 City Hall, Minneapolis, MN 55415

Pat Gannon, Child Care Res. Network, 2116 Campus Drive SE, Rochester, MN 55904

Harriet Glick, Hiawatha Cont. School, 4201 42nd Avenue South, Minneapolis, MN 55406

Chip Halback, MN Housing Partnership, 520 20th Avenue South, Minneapolis, MN 55454

Clell Hemphill, MN Council on Disability, 7th Place & Jackson, St. Paul, MN 55101

Sue Johnson-Jacka, Bright Start, 1731 Selby Avenue, St. Paul, MN 55104

Barbara Kaufman, ARC MN, 3225 Lyndale Avenue S., Minneapolis, MN 55408

Polly Keppel, 1628 Elliot Avenue, Minneapolis, MN 55404

Stephen Kley, Nicollet Co. Court Services, Courthouse, St. Peter, MN 56082

Vicki Kunerth, MN Dept. of Human Services, 444 Lafayette Road, St. Paul, MN 55155

Kathy Lamp, MN Dept. of Human Services, 444 Lafayette Road, St. Paul, MN 55101

Dick Mammen, Mpls. Youth Coordinating Bd., 202 City Hall, Room 202, Mpls, MN 55415

Commissioner Gene Mammenga, Dept. of Education, 550 Cedar Street, St. Paul, MN 55101

Boyd McLarty Supt. Walker-Akeley School Dist., P.O. Box 4000, Walker, MN 56484-4000

Bruce McManus, Dept. of Corrections, 450 Syndicate Street N., St. Paul, MN 55104

Patti Meier, Dept. of Health, P.O. Box 9441, Minneapolis, MN 55414

Sharon Merges, Pillsbury House, 3501 Chicago Avenue, Minneapolis, MN 55407

Mary Niessen-Derry, Woman's House, 215 4th Avenue NE, St. Cloud, MN 56304

John Ongaro, IGR Director/St. Louis Co., 100 N. 5th Ave. W, Duluth, MN 55802-1287

Ron Otterson, Na-Way-Ea Center School, 2421 Bloomington Avenue, Minneapolis, MN 55404

Sandra Peterson, MN Federation of Teachers, 168 Aurora Avenue, St. Paul, MN 55103

Kay Pranis, Citizen's Council, 822 3rd Street S, Suite 100, Minneapolis, MN 55415

Richard Quick, Dept. of Corrections, 450 Syndicate Street N., St. Paul, MN 55104

Susan Roth, Gov's Commission on Children, 300 Centennial Bldg., St. Paul, MN 55155

Char Sadlak, MN Dept. of Human Services, 400 Lafayette Road, St. Paul, MN 55155

Lori Squires, St. Joseph's Home, 1120 47th Street East, Minneapolis, MN 55407

John Stuart, State Public Defender, 229 19th Avenue South, Minneapolis, MN 55455

S. Susan Su, Family Social Science, 1984 Buford Ave, Room 395, St. Paul, MN 55108

Wayne Takeshita, Hennepin Co. Comm. Serv. Dept., 300 6th Street South, Mpls, MN 55487

**Michael Thorstenson, c/o Community Action Program, P.O. Box 157, Zumbrota, MN 55992**

**Roger Toogood, Children's Home Society, 1605 Eustis Street, St. Paul, MN 55108**

**Lisa Venable, Success by Six, 404 8th Street South, Minneapolis, MN 55404**

**Mary Vogel, U of M Architecture Dept., 89 Church Street SE, Minneapolis, MN 55455**

**Esther Wattenberg, CURA, Humphrey Institute, 301 19th Avenue S. Minneapolis, MN 55455**

**Mike Weber, Hennepin County Human Services, A-1005 Government Center Mpls, MN 55487**

**Ellie Webster, Mpls. Family & Children's Svcs., 414 8th Street South, Mpls, MN 55404**

**Janet Wiig, Dept. of Human Services, 444 Lafayette Road, St. Paul, MN 55101**

**Edwardo Wolle, Spanish Speaking Affairs Council, 506 Rice Street, St. Paul, MN 55103**

**Frank Wood, Warden, MCF - Oak Park Heights, P.O. Box 10, Stillwater, MN 55082**

**Ann Wynia, U of M Board of Regents, 1550 Branston Street, St. Paul, MN 55108**

**(Our apologies to those whose names have been unintentionally omitted or misspelled.)**

## **Appendix D: List of Strengths of System from Workshop**

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As identified by workshop participants Dec. 10, 1991.

### **AWARENESS, COMMITMENT and STATUS OF CHILDREN**

Business, religious and social communities are reasonably caring about children.

There is a general concern about doing what is right for children, and concern and recognition of the complexity of the problem and the need for collaboration.

People in Minnesota are hearing strong media messages about the needs of children and families and getting good information about children.

More people, particularly in business, are getting interested and becoming aware of the needs of children.

Programs for children are politically popular and have broad legislative support.

There is an active network of advocates for children and families.

Middle class has strong community values that include support for children and families.

There is a fairly high level of commitment by public and private agencies to children and families.

The state has a national reputation in this area and sets high standards for itself.

Minnesotans value children and believe in people.

Compared to other states, Minnesota has a smaller number of children who are homeless or living in poverty.

Children in AFDC households have good access to health care.

Children living in the suburbs are mostly in healthy environments.

### **SERVICE SYSTEM AND STRUCTURE**

We have many diverse programs to serve a variety of needs

There are a variety of access points with many programs county-based or with service providers in most parts of the state.

There is strong middle class involvement in programs such as ECFE.

There is strong parental involvement in programs such as ECFE, which also allow families to build support networks.

Large public systems, such as ECFE, provide a way to reach the "hard to reach".

Some services are universal at entry instead of being targeted.

Program structures have developed to meet specific needs.

Children in the program are resilient and we have research on why they are so resilient.

Consumers often have many choices because of program variety.



There is a thrust toward early childhood programs.

Programs are high quality.

Programs often have local autonomy.

The state has strong licensing laws.

There is a state-level commitment to addressing the problems.

The current system works well for creative agencies that can manipulate it.

Schools are becoming increasingly involved in these programs.

Programs cover most aspects of "lifesphere".

Public social service systems at the state and county level are in place and able to function with adequate resources.

Workers in the field are dedicated.

Many programs empower.

Education is provided from birth to 2 for children with special needs.

The state has many excellent private agencies.

The legal community is more aware, i.e. the State Bar Association "multidisciplinary committee for children" and the Supreme Court Task Force on legal services for kids.

There is greater understanding of the Indian Child Welfare Act.

The focus of programs is shifting to prevention.

The state's rates of violence are low and incarceration rates are low.

There is a strong research base in place and being done that identifies the complexity of psycho-social factors.

High school graduation rates and academic scores are high.

Free public education is widely available and most schools have small class sizes.

Programs are accountable.

Programs such as child care have clear standards.

Great models exist in the state for providing services to children and families.

There is an ability to hear from a diverse population serving children and families and relate to the diverse population of children and families.

Many non-profits focus on children and families in their programs.

There is a growing effort to address cultural issues.

There is a parent empowerment philosophy and a desire to work with grassroots organizations.

There is a definable set of agencies and institutions working on children's issues.

There is an increasing recognition of the importance of the total family.

## VALUABLE PROGRAMS

ECFE

K-12 system

School based adolescent health clinics

Children's health plan

Learning Readiness initiative (when funded and implemented)

Family planning

Teen pregnancy programs

Programs for special needs children

More available maternity leave

Child care subsidies

Day care services

Prenatal care

Beginning of parental leave

Head Start (and Minnesota's contribution)

Community action programs

Church youth groups

After school programs (including with private sector)

Youth service programs

Growing latchkey programs

More available treatment programs

Quality education that works for most kids

National center for drug treatment

School transition teams

Welfare reform programs

Prevention and early intervention services

Juvenile treatment services

Out-of-home placement services

Special education services in schools

Family crisis services

Child abuse and neglect services

Social workers, counselors and psychologists in schools

Child support enforcement

Increasing focus on family support  
Chemical dependency counseling in schools  
Legislative Commission on Children, Youth and Families  
Parent assistance funds  
Higher ed system available to middle class  
Youth service programs (community service, volunteerism)  
Mandatory school attendance  
Joining Forces  
Way to Grow,  
Cities in Schools  
Children's Trust Fund  
AFDC  
Children's Mental Health  
Children's Health Plan  
Parent education programs (ECFE, MELD, Family Resource Centers and Minor Parent Education Programs)  
Child care funds for employment and education

#### COLLABORATION

Improved communication among state and local agencies  
Partnerships between religious groups and programs serving low-income families  
Growing use of building-on-strengths model  
Referral services  
Contracting between counties and private agencies  
Cooperation on child support enforcement  
Networking among public and private agencies  
Growing regional network  
Local level collaboration  
Non-profit and business involvement  
Options for individual programming  
Social service network in counties providing a multitude of services to children.  
Agencies beginning to cross over, work together.  
Co-location of services is beginning.

Relationships between public and private agencies are becoming less competitive and self-protective.  
Increasing willingness to cross jurisdictional borders in search of answers.  
Relatively greater communication among different institutions.  
In smaller cities and towns, communication and cooperation can happen easily and informally.

#### HUMAN RESOURCES

Generally good human resources in Minnesota.  
Workers in field are dedicated  
ECFE staff in Department of Education is skilled and visionary.  
Career teachers  
Volunteers  
Staffs are highly competent and professional  
Individual employees are caring and compassionate

#### FUNDING RESOURCES

Minnesota citizens willing to accept relatively high levels of taxation to support needed services.  
Lots of money  
Program levels at maximum are at safety net  
Existing programs are well funded  
Support is statewide  
Minnesota has accepted cost options from federal medical assistance program for children and families.  
Still some resources available  
In comparison to other states, Minnesota spends a great deal of money on human services.  
Supplemental funding for Head Start  
Federal funds for child care subsidy have finally increased.

#### STAFF AND LEADERSHIP

Great spokespersons in state for children and families.  
Many parents are articulate.  
The political and administrative process is becoming more shared and less hierarchical and polarized.  
Legislature and other institutions are willing to innovate and continually challenge the status quo.

There are a few committed, caring leaders.

A positive vision exists among critical leaders.

Strong advocacy organizations exist for children.

Good training programs exist.

New commissions at the federal and state levels have been established.

Individuals with expertise from multiple perspectives are involved.

Staff is innovative and intelligent

United Way is working to improve the lives of children and families.

Local levels of government and grassroots, private organizations realize they must get it done and the state is not the exclusive source for answers.

## **Appendix E: List of Weaknesses of System from Workshop**

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As identified by workshop participants Dec. 10, 1991.

### **GAPS IN SERVICE**

Lack of good paying jobs and other income support  
Lack of health care for those who cannot afford it  
Lack of day care for those who cannot afford it  
Lack of affordable, accessible transportation  
Lack of elementary school counselors  
No evaluation or accountability for current programs  
No research or planning for programs  
Lack of pre-natal care  
No parenting skills being taught  
No support for abuse survivors  
Lack of service for mothers of low income families  
Unavailability of services for working poor  
Inability to meet all income needs of low income - AFDC and non-AFDC  
Discontinuities of child neglect and child protection services  
Housing for youth  
Youth recreation program  
No GA for independent youth  
Not enough school age child programs  
Not enough early ID of families in need  
Need more individual assessment  
Insufficient role of guardian ad litem  
Broaden interpretation of phrase "immediate danger"  
Lack of good research on effectiveness of treatment programs for violent offenders, esp. sex offenders  
Lack of looking at research information before policy development  
Increasing social disorganization leading to new and increasingly difficult problems to solve  
Lack of training for professionals on roots of violence, scope of problem, ID of victims  
Needs of working parents need attention  
Lack of culturally appropriate treatment  
Lack of youth service opportunities

Lack of legal services for children  
Many kids are institutionalized without due process  
Suburbs & Greater Minnesota have fewer services and options  
Kids do not have minimal representation  
Shortage and lack of affordable housing for families  
Need education opportunity to develop full potential

## FUNDING

Poor economic policies result in more "program" needs  
If poor families had the cash value of the services, they wouldn't be poor  
Under utilization of human and physical resources  
In tough times, it's the needy who get out  
Misplaced priorities for funding from government  
Child support not enough or can't collect  
AFDC not enough to live on  
Too great a reliance on property taxes (regressive) to fund programs with statewide goals  
Too little accountability  
Too little funds for prevention  
Money only available when problem too severe or too expensive  
Too much categorical funding--more flexibility needed  
Not all who are eligible or ready get services  
High employee turnover in some programs because of low pay, burnout  
Lack of private sector involvement  
Competitive funding  
Budget priorities forcing state into "paying more" later vs. less later  
Crisis orientation  
Reactive, not proactive, both response and attitude  
Child care provided by for-profit chains  
Illogical funding streams

## SYSTEMIC PROBLEMS

No clear mission/vision  
Lack of a priority system  
Media's bad influence  
Lack of agreement on what will work and what should be done  
Resistance to change - especially to our own piece of the system  
No legislative committee on children, youth and families --legislative commitment?  
County reimbursement less than private pay fee  
We expect children to raise themselves  
\$ go to program, not to clients  
Public assistance programs don't support a gradual movement from dependency to independence  
Services don't build on or recognize family strengths  
Lack of comprehensive family support policy  
Failure to give kids an opportunity to make a contribution to our society  
Cultural resistance to seeing kids as full human beings  
Children not being listened to  
Failure to address multiple stressors of families  
Traditional institutions are not providing for children and families  
Juvenile justice code is a mess  
Juvenile court does not have a system wide priority  
Family court is not user friendly  
Failure of system to comply with current laws re: children and families  
Too many kids to adult prisons  
Child care priorities  
Needs of middle class children ignored  
Few opportunities for kids to contribute to the community well-being decision making  
At-risk children and families often not identified until age 5; services not mandated  
Pre-school screen mandate--unable to access all 4-yr-olds  
Child protection workers must be police investigators  
More family resource centers  
Schools lack consensus on their role  
Anti-family policies  
More rhetoric than action and assessment



Need to focus on children in context of their families (in legislation and services)

Unrealistic expectations; families mired in poverty do not get out of poverty in six months or one year, etc. Legislators feel pressure from public on this (i.e. STRIDE, JTPC etc.)

Constantly shifting state laws and policies (e.g. secure juvenile beds, with or without walls)

Definition of poverty

Politicization of basic child and family issues

Absence of K-12 curriculum that focuses on prevention of violence, overcoming prejudice and hate

Symptoms rather than core cause

Services are driven by institutional needs rather than "customer" needs

Paucity of programs for female juveniles

Barriers to access are not addressed (transportation, hours, location, etc.)

Paucity of programs aimed at improving parenting skills

Schools emphasize K-12 rather than a continuum of education, early childhood through lifelong learning

School "push-outs"

Schools have become social service providers vs. educators

Child care and education cannot be separated

No centralized "think tank" or agency which coordinates effort

More careful inclusive planning needed

Lack of focus on outcomes

Lack of strong commitment to prevention

There is not being advanced a principle/idea, directed toward improving lives of children, that is capable of motivating the public

Doesn't recognize correlation between violence and weak families

Our language is dominated by business, sports and military metaphors

We aren't promoting concept that needed solution are both personal and social; incremental and fundamental

Lack of positive adult male role models

Disincentives to marriage

Lack of supportive connections in the neighborhood

Services are not graduated "all or nothing"

Social services and court system personnel are overloaded with cases--inadequate responses

Staff burnout

Training of providers

Authoritarian models of service and management

Esoteric language of services  
Deficit models of service  
Social services demoralize  
Lack of programs to meet specific needs of adolescents  
Income eligibility guidelines vary significantly from one program to another  
Paperwork  
Practice and theory imbalanced  
Lacks long range inclusive planning  
No centralized agency to coordinate  
Devaluation of people in caregiving jobs  
Targeting often stigmatizes  
Public doesn't fully understand nature and extent of problem  
Kids caught in time and dollar battle between parents after separation  
Parents not trusted by systems and systems not trusted by parents  
Too few people of color in leadership positions  
Adolescence not perceived as positive contributors to society  
Lack of program evaluation or impact

#### DISCRIMINATION

We need more participation from our communities of color and other "minority" groups  
Need more awareness of institutional racism and practices -- take corrective action  
Child removal favored over other alternatives in minority families especially American Indian families  
The system is anti-working parents  
The system is anti-family  
Racism - personal professional institutional  
Much racism in discussions of "gangs"  
The need for more culturally appropriate programs and acceptance of such programs  
Family and juvenile court needs to deal with cultural diversity  
Focus on individualism-not common good  
Few women in leadership roles  
Children thrive when women thrive (and some men too)  
Lack of positive role models for at risk children, families  
System often requires stigmatizing labels to qualify for services

Negative role of the media

Lack of program evaluation and impact

### LEADERSHIP/POLITICS

Political and social acceptance of the propaganda lie that "we" care about children other than our own

Emerging conservatism among policy makers in relation to human service intervention

Policy makers that have comprehensive understanding of the challenges that face children and their families and importance of prevention programs

Lack of common objectives

Common values not explored nor reinforced (reward individuals with empires)

Lack of empowering

Many systems which serve many populations do not identify children as a priority, i.e., housing programs

Political will may not be present. Family/children issues not high priority

Political battles frustrate solutions

Children not perceived as a powerful political force

Deal with "Minnesota Mush" we espouse liberal thinking but....

### FRAGMENTATION AND LACK OF COORDINATION OF SERVICES

Data privacy rules restrict coordination and cooperation

Head Start and schools have a rocky relationship

Funding stream rigidity

Need for "one-stop" family/children - housing & human services delivery

Rigid bureaucratic structures

Bureaucratic MAZE (i.e. paperwork, "the buck doesn't stop here) syndrome

Lack incentives for coordination of services among cities, schools, county

Program funding predominantly metro

Costly duplication

Lack of communication between elements of the system

(Endless) rules, Administrative Procedures Act - are barriers

Competition among systems - not cooperative

No organized approach

Too system focused - not child focused

Relationships in "system" are often adversarial (elected bodies, bureaucracies, programs, sectors)

Poor coordination of services -- within public sector and between public and private

No one person who brings resources together for each child and family

Contradictory rules and regulations across programs

Bureaucratic regulations are often cumbersome and contrary to intent

87 Different Juvenile Justice systems

Lack of coordination, understanding of variety of programs at local level leads to confusion, lack of information for consumers

Lack of common language to discuss and address children/family needs across disciplines

Not enough incentives for collaboration at local or state and federal levels

Response to need is usually to create program with new name and limited participation; little system change is instituted

Sometimes overwhelms family with services

Lack of system wide training for direct care staff, i.e., para-professionals, technicians, etc.

Housing and services need to be linked

Overlaps and gaps in services

Lack of single focus/plan to integrate services

Lack of understanding of child development

Too many similar commissions

Turf and power struggles

Need independent evaluation of overlap

System isolation

## **Appendix F: Recommendations for Change from Workshop**

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The list of solutions prepared by the participants of the first day were sorted into categories, and the three categories considered most important by legislators (Coordination/Collaboration, Resource Reallocation and Service Delivery Revisions) were more closely examined, and voted upon by legislators. The numbers in the left column reflect the number of legislators who considered that solution to be a short-term priority, the numbers in the right column reflect the number of legislators who considered that solution to be a long-term priority.

### **COORDINATION/COLLABORATION**

10	10	Develop more collocation of services
0	0	Use local coordinating councils (already in existence) to develop an interagency agreement for identifying and helping children with emotional problems across systems (successful in other states)
1	0	Continued funding of the Way to Grow programs as early intervention models
0	6	Single site family resources centers for assessment/referral access to all programs ages birth - death
2	0	Make coterminous school district and social service delivery system lines. Co-locate services in or near schools
0	0	Require greater coordination of programs at every level of government
1	0	Coordinate services/eliminate duplication
0	0	More one-stop-shopping. Parenting skills/mental health/recreation and social services at the community school
3	1	Allow schools and social services to talk by moving them to some location and removing data privacy restrictions
0	0	All 0-5 programs under one roof and one coordinator
3	0	Encourage private industry to fund parent education support groups at the work site and to expand on-site day care

### **RESOURCE REALLOCATION**

8	1	Focus on prevention
3	1	Identify issues that could be phased out so dollars can be reallocated to issues of more immediate nature

- 1 1 Reduce costly in-patient programming to rock bottom, close some facilities, and use savings on early intervention
- 3 0 Drug bust money to drug treatment and drug education
- 5 3 Restructure health care system
- 3 3 Progressive revision/expansion of income tax
- 0 0 Stop funding sacred cows
- 5 6 Get serious about program evaluation/impact and shift monies accordingly
- 1 0 In the restructuring of education -- reallocate dollars to pay for a high quality extended day program(s) that coordinate with existing community resources
- 3 1 Allocate a larger percentage of existing dollars to preventative/early intervention programs (e.g., Judge Burke's idea to shave 8 months off a 48 month sentence -- save custodial dollars -- allocate them to prevention)
- 0 0 Drug forfeiture dollars to child chemical dependency education and prevention
- 0 0 Demonstrate -- use AFDC money for children's allowance (waiver)
- 0 0 Designate -2% of learning readiness dollars for program administration -- to be shared among participating agencies
- 1 0 Attach 5% of all existing state \$ to create new "PWA" to strengthen infrastructure with jobs and training and bridges, schools, etc.
- 3 2 Redistribute property tax relief paid by state using formula based on children's service needs, inflation, and number of kids in a county (or number of kids incomes below x% of poverty level)
- 0 0 Modestly reduce certain penalties and put the dollars savings in juvenile.
- 0 0 We can't fund our sacred cows anymore -- i.e., high school league
- 0 0 Privatize schools (need more accountability)
- 0 0 Reduce prison budget by X% -- redirect half to child abuse prevention and half to youth intervention programs
- 1 1 Ensure every child has adequate food, health and mental health services
- 4 1 Involve people of color (lots of them) in decisions made

## SERVICE DELIVERY REVISIONS

4	1	Locate local service delivery agencies in the same facility
7	2	Children's Committee to review any new or revised rules that impact children and children's programs
0	0	Provide adequate funding for implementation, evaluation, and assessment and follow-through and correcting revisions based on evaluations when writing rules
3	1	Reduce redundant administrative, delivery costs
6	5	From evaluation findings re-allocate to programs that meet needs and/or require programs to meet needs and criteria based on evaluation. Maybe sunset some programs
5	3	More community partnership. (Churches, community centers, businesses etc.)
1	5	Service delivery - more culturally sensitive respectful
2	4	More communication, cooperation, collaboration among agencies that service children and families
0	0	When child is involved in more than one system, develop a coordinating plan. Use early childhood intervention model. Involve and empower parents
3	1	There is a real need for service providers at all levels to be more directly connected with the people they serve
2	0	Develop a real mechanism for hearing and utilizing ideas, solutions that people who are served might have -- DO HAVE
0	0	Bridge gap between schools and institutions of learning and training in identifying and working out the needs of organizations and peoples
2	1	Cross-agency coordination of services, policies. Provide 50% discretion in eligibility requirements for tightly regulated programs. Allow professionals to use sound judgment for specific cases e.g. respite care
5	1	More flexibility in funding to local communities (less categorical)
1	0	Co-locate mental health, child welfare and provide corrections under one administrative visit in a family preservation framework associated with a school system
7	4	Restructuring of public assistance programs to allow a more gradual move from dependency to independence
0	0	Do away with "all or nothing" concept of assistance. Stop cycle of dependency policies (reform welfare) with incentives for self-sufficiency

- |   |   |  |
|---|---|--|
| 0 | 1 | Give assistance contingent on setting vocational and parenting goals and working toward them |
| 7 | 5 | Social services must stop "servicing" and start "empowering" families                        |
| 1 | 0 | Federal and state public works program to repair/update infrastructure and create jobs       |
| 3 | 5 | Universal health insurance   |
| 1 | 0 | Universal support for families like for over 65 - no means test                              |
| 0 | 0 | Recognize realities change...power....   |
| 0 | 1 | Redefine poverty realistically   |
| 6 | 4 | Stop cycled dependency policies (reform welfare) W/ incentives for self sufficiency          |

### LEGISLATIVE SYSTEMS

Legislature must change to way it does business by: create vision and goals for children

Establish legislative body to review implications of all proposed bills on children and families

Evaluate and eliminate program failures

Set up a children's budget rather than segmented streams of funding

One children's budget in legislature

Children's budget and children's committee

Future mission of this commission - review any proposed legislation for impact on children, youth and families (not just one or two)

Develop family support policy as "screen" for public programs

Political parties should view issue in less partisan manner

### ECONOMIC DEVELOPMENT

As part of the economic development plan to create jobs with living wages -- focus job creation in areas of human service, i.e., child care, tutors, intervention, parent ed., etc.

Develop a jobs program to benefit children

Child care subsidies so parents can work



## PARENT/FAMILY INVOLVEMENT

- Involve parents and youth in all program and development
- Shift funds from services development to family investment
- Seamless services for families
- Make parent/family involvement a component of all children's programs
- Use constituency of the family
- Greater use of the family resources, available -- relatives and extended family members

## NEW FUNDING

- Expand health plan for all children without coverage
- Increase AFDC income standard to at least the Federal poverty level
- Use lottery dollars for children
- Fund school-based health clinics
- Put more money into paternity establishment
- Tax policy -- set basic living standard for low-income families -- they would pay no taxes below that amount
- Family support is also economic development
- Housing subsidies
- Give service dollars to families as vouchers
- Raise minimum wage
- Fully fund Family Investment Plan and STRIDE

## PLANNING AND EVALUATION

- Legislature create vision for children, youth, and families and fund accordingly
- Develop a Minnesota policy for children (like clean air policy)
- Establish a children's policy for the state
- Set clear objectives and evaluate outcomes for all programs

Improve program/system efficiencies by conducting evaluation studies -- find out what works, what does not work

Involve the people in need in the policy and decision making

Program planners/policy makers listen to service recipients to find out barriers to services access

Establishment of clear priorities

## JUDICIAL

Establish sentencing guidelines for non-institution cases.

Ensure that non-custodial parents actually pay child support

Require judicial district's case assignment plans give priority to cases involving dysfunctional families.

Judicial system to research more parent responsibility laws, eg, mandate parent education for troubled youth

Reduce sentencing guidelines duration sanctions by 3-6 months, use funds for early intervention.

Family mediation system

Place moratorium on prison beds for non-violent crime

Improve child support enforcement

Let service providers communicate by untangling data privacy rules.

## EDUCATION

Teach budgeting for public assistance recipients

Community education to work toward common goals for families

After school programs for working parents paid for in a corporate - public partnership

Mandatory relationship & parenting class for high school gradation.

Mandate ECFE programs

Target training monies to educate professionals regarding depth of problems facing children and families and roots of problems.

## PARADIGMS

Help people to get out of system

Reassess all program policies in light of families'/children's needs - not regulations

Investment in children be considered an investment in infra-structure

Call any tax-support program "welfare" to remove stigma of family support programs

Consider "return on investment" when making policy and funding decisions

Instead of hierarchial paradigm - think of system as circle -- avoid turfdom and inequality; systems

Refocus from intervention to prevention (ideology question)

Change paradigm of justice system to more focused on restoring victims, offenders and community rather than one focused on punishment

## COMMUNITY RESPONSE

Legislative, societal and media recognition of what is "a family"

Better use and utilization of community resources -- individuals, presently involved in these areas

Develop a youth citizens corps with college funding points for every hour of community services

Demand positive media attention

Promote and encourage the strength in diversity of all peoples in our community

Involve people of color more in this process, encourage and nurture development of more leadership of young people from these communities