

NOMINATION OF OLIVIA GOLDEN

HEARING

BEFORE THE

COMMITTEE ON FINANCE

UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

ON THE

NOMINATION OF

OLIVIA GOLDEN TO BE COMMISSIONER, ADMINISTRATION ON CHILDREN, YOUTH, AND FAMILIES, DEPARTMENT OF HEALTH AND HUMAN SERVICES

NOVEMBER 19, 1993



Printed for the use of the Committee on Finance

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1994

75-288-CC

For sale by the U.S. Government Printing Office

Superintendent of Documents, Congressional Sales Office, Washington, DC 20402

ISBN 0-16-043515-3

5361-8.

COMMITTEE ON FINANCE

DANIEL PATRICK MOYNIHAN, New York

MAX BAUCUS, Montana	BOB PACKWOOD, Oregon
DAVID L. BOREN, Oklahoma	BOB DOLE, Kansas
BILL BRADLEY, New Jersey	WILLIAM V. ROTH, Jr., Delaware
GEORGE J. MITCHELL, Maine	JOHN C. DANFORTH, Missouri
DAVID PRYOR, Arkansas	JOHN H. CHAFEE, Rhode Island
DONALD W. RIEGLE, Jr., Michigan	DAVID DURENBERGER, Minnesota
JOHN D. ROCKEFELLER IV, West Virginia	CHARLES E. GRASSLEY, Iowa
TOM DASCHLE, South Dakota	ORRIN G. HATCH, Utah
JOHN BREAU, Louisiana	MALCOLM WALLOP, Wyoming
KENT CONRAD, North Dakota	

LAWRENCE O'DONNELL, Jr., *Staff Director*
EDMUND J. MIHALSKI, *Minority Chief of Staff*

CONTENTS

OPENING STATEMENTS

	Page
Moynihan, Hon. Daniel Patrick, a U.S. Senator from New York, chairman, Committee on Finance	1
Pryor, Hon. David, a U.S. Senator from Arkansas	3
Breaux, Hon. John, a U.S. Senator from Louisiana	4
Daschle, Hon. Thomas A., a U.S. Senator from South Dakota	4
Rockefeller, Hon. John D., IV, a U.S. Senator from West Virginia	5

ADMINISTRATION NOMINEE

Golden, Olivia, to be Commissioner, Administration on Children, Youth, and Families, Department of Health and Human Services	5
---	---

ALPHABETICAL LISTING AND APPENDIX MATERIAL SUBMITTED

Breaux, Hon. John: Opening statement	4
Daschle, Hon. Thomas A.: Opening statement	4
Golden, Olivia: Testimony	5
Prepared statement	15
Biographical	17
Moynihan, Hon. Daniel Patrick: Opening statement	1
Pryor, Hon. David: Opening statement	3
Rockefeller, Hon. John D., IV: Opening statement	5

**NOMINATION OF OLIVIA GOLDEN, TO BE
COMMISSIONER, ADMINISTRATION ON
CHILDREN, YOUTH, AND FAMILIES, DE-
PARTMENT OF HEALTH AND HUMAN SERV-
ICES**

FRIDAY, NOVEMBER 19, 1993

**U.S. SENATE,
COMMITTEE ON FINANCE,
Washington, DC.**

The hearing was convened, pursuant to notice, at 10:21 a.m., in room SD-215, Dirksen Senate Office Building, Hon. Daniel Patrick Moynihan (chairman of the committee) presiding.

Also present: Senators Bradley, Pryor, Riegle, Rockefeller, Daschle, Breaux, Conrad, Danforth, Chafee, Grassley, and Wallop.

**OPENING STATEMENT OF HON. DANIEL PATRICK MOYNIHAN,
A U.S. SENATOR FROM NEW YORK, CHAIRMAN, COMMITTEE
ON FINANCE**

The CHAIRMAN. A very good morning to our distinguished nominee and her guests and the committee's guests generally.

I have just learned that Senator Packwood, along with a number of other Senators, will not be present this morning. We are in the closing hours of the first session of the 103d Congress. We have just enacted our Omnibus Crime Bill and moved to the Brady Bill, as it is called, on a waiting period for handgun purchases, and there will be votes at certain appointed hours in the course of the morning. There are Senators who will want to be on the floor for the debate. So we are just going to go ahead with our committee work and see how the morning works out.

About a month ago in the course of a series of hearings on health matters, which were general information hearings scheduled in anticipation of receiving from the President a comprehensive health bill, we held a hearing on the problems of what we defined as social behavior and health care costs.

In a column on the Op-Ed page of the Washington Post this morning Dr. Charles Krauthammer refers to this in an article titled, "Subsidized Illegitimacy." He said we held this hearing on social behavior and health care costs. What he really meant by social behavior was illegitimacy.

In his opening statement he drew attention to the explosion of illegitimacy in the general population. "It has now reached about 30 percent of all births—5.5 times what it was 30 years ago. It is

a tragedy for the people involved, but a calamity for society at large. 'Now then,' asked Moynihan, 'what are we going to do?'"

I think it possible to say that we are just now on the edge of facing up to the fact that we have an extraordinary change in behavior and that this has consequences.

The Crime Bill, which was a bill primarily associated with the disorder of our cities, has just passed the Senate by a vote of 95 to 4. I believe we have added 48 death penalties. The remark on the Senate floor is, the good news is that we have added 48 hanging penalties; the bad news is that we cannot afford rope anymore. A little gallows humor, if you would like. [Laughter.]

The sense of social disorder is huge and threatening and it ought to be. And when a Crime Bill of this proportion and severity and range passes 95 to 4 it cannot be unnoticed.

One of the provisions that is not likely to be noticed is a sense of the Senate resolution regarding a study on out-of-wedlock births. I will just take the occasion to read it, since we did not debate it. It was in the manager's amendment, as Senator Pryor knows.

"The National Center for Health Statistics has just reported that the out-of-wedlock birth rate reached 29.5 percent in 1991 (66.3 percent in Washington, DC; 71 percent in Detroit).

"The out-of-wedlock birth rate has increased without interruption since 1970, and, as pointed out recently by George Will, 'the rate of increase is not slowing even at extraordinarily high levels.'"

We did the simple regression analysis herein, by Dr. Offner and Dr. Fowle. We found that the rate of increase was continuing in a straight line at a slope of 0.86 percent for the nation and a correlation of 0.99. An unprecedented correlation. This is true for the majority and minority. The minority rate is increasing at 1.26 percent per year and shows no sign of slowing in the range of the sixties.

I will continue.

"Dr. Lee Rainwater of Harvard University predicts that the rate will reach 40 percent within 7 years."

A national rate of 40 percent. The rate, incidentally, in Japan is 1 percent and has stayed that for the longest time.

"Professor James Q. Wilson has described the erosion of the family structure in the United States and many Western nations as 'a major cultural convulsion' that is inextricably associated with the rise of violent urban crime.

"President Clinton has stated on the national television program 'Meet the Press' that there is 'absolutely' a correlation between crime and drugs and the breakdown of family." It was accordingly the sense of the Senate that the Secretary of Health and Human Services, in consultation with the National Center for Health Statistics, should prepare an analysis of the causes of increase in out-of-wedlock births, and determine whether there is any historical precedent for such increase, as well as any equivalent among foreign nations, and report to Congress within 12 months after the date of enactment, from today, on the Secretary's analysis of the out-of-wedlock problem and its causes, as well as possible remedial measures that could be taken.

That is not a great deal. But it is a first time ever that we have even dared to mention this subject.

Senator WALLOP. Mr. Chairman, if you will forgive me, it is not the first time ever.

The CHAIRMAN. In statute?

Senator WALLOP. In a statute, perhaps. It was widely scorned by an era just gone by. Family values in the last campaign was widely scorned.

The CHAIRMAN. Oh, you mean Vice President Quayle.

Senator WALLOP. Yes.

The CHAIRMAN. Oh, sure. I much agree with you.

Senator WALLOP. You know, what you are saying, I much agree with as well. I would have to say that in my judgment that the Crime Bill will do very little to lessen crime. The statistics of which you speak of crimes committed by children from no parent or single-parent families is just astonishing.

The CHAIRMAN. Astonishing.

Senator WALLOP. And among the other things, I suppose we really ought to do, and some of us have been trying to do, is to change the marriage penalty in the tax code.

The CHAIRMAN. That is a specific proposal, and this is the committee in which we take up such matters.

Senator WALLOP. I certainly will as we go along. As you well know, I mean, families are taxed at a higher rate than individuals.

The CHAIRMAN. They are.

Senator WALLOP. And we probably ought not to think that that's any longer the best way to go.

The CHAIRMAN. And we remain the only industrial democracy in the world that does not have a family allowance, which is a matter that has been around for a long time.

But for what it is worth, this is the first time, to my knowledge, that this has ever been addressed in statute.

Senator WALLOP. That may well be true.

The CHAIRMAN. On a bipartisan basis. This measure was introduced by myself. I introduced it and Senator Dole asked to co-sponsor it.

Just taking note of that, because of the relevant responsibilities of our first witness, our nominee.

Let us get under way. I am glad to see so many Senators here.

Senator Pryor, you were here first.

Senator PRYOR. Did Senator Wallop complete his discussion?

The CHAIRMAN. He did. And he let it be known that legislation is coming along, and a good thing, too.

OPENING STATEMENT OF HON. DAVID PRYOR, A U.S. SENATOR FROM ARKANSAS

Senator PRYOR. Well, Mr. Chairman, I want to say that I am very proud. I know what we are here for today. But I am very proud that you speak with us and to us about these issues. You have been doing it for 30 years or more. I harken back to the former colleague of ours, Senator Proxmire, who every day, every day without exception, took the floor of the Senate and talked about the genocide treaty—every day.

I think that we are going to have to do something similar to that in this body. I think we are going to have to speak to the American people about the social fabric of our beloved country in terms that

they understand, probably in shocking terms from time to time. But I think we have to do it every day. I am glad that you are taking this opportunity from time to time to re-remind us of what we are faced with.

I do not think that our country faces any greater problem, any greater crisis than this. I want to salute you for doing it.

The CHAIRMAN. I want to thank you, Senator Pryor. You have been absolutely with us in all these matters.

Senator Breaux?

**OPENING STATEMENT OF HON. JOHN BREAUX, A U.S.
SENATOR FROM LOUISIANA**

Senator BREAUX. I want to thank you, Mr. Chairman. I just want to welcome our nominee and say that this is a critically important position for which you are being nominated at a critically important time.

I think in the past perhaps we have thought that a lot of these positions that have a long name and a long title somehow got lost in the mix. I think that is not true anymore.

So many of the programs, Mr. Chairman, that we are dealing with in Congress are as a result of the failure and the breakup of the family. A Crime Bill bill is being debated where we are spending \$22 billion.

The CHAIRMAN. Ninety-five to 4.

Senator BREAUX. Because we are not doing enough at the family level to instruct our own children as to what is right and what is wrong. Drug rehabilitation programs are the result of us not doing enough at an early age within the family structure to make sure that we do not have to spend billions on drug rehabilitation.

There are so many things that we try and correct after the fact. Whereas, this office and this effort is to correct the problem before it is a problem, so that we do not have to come back and try and build more prisons and pass more crime laws and more drug rehabilitation laws. And we can nip the problem before it becomes a problem by strengthening the family unit.

Your background is tremendous and I really respect it and look forward to working with you.

The CHAIRMAN. Thank you. I wonder if it would not be helpful if we asked Dr. Golden to come forward since some of the Senators will want to address her generally, and then we will get around and you will all get a chance to talk. It may be your last chance before this committee.

Senator Daschle?

**OPENING STATEMENT OF HON. THOMAS A. DASCHLE, A U.S.
SENATOR FROM SOUTH DAKOTA**

Senator DASCHLE. Thank you, Mr. Chairman.

I would just congratulate our nominee and indicate that I know she will get a lot of cooperation from this committee as we go through our mutual agenda. I appreciate her presence and wish her well.

The CHAIRMAN. Thank you, Senator Daschle.

Senator Grassley?

Senator GRASSLEY. I have no opening statement, Mr. Chairman.

The CHAIRMAN. Why don't you welcome Dr. Golden? Just say welcome.

Senator GRASSLEY. I want to welcome you even though the Chairman advised me to, and regardless of his advising me to.

The CHAIRMAN. And Senator Rockefeller?

**OPENING STATEMENT OF JOHN D. ROCKEFELLER IV, A U.S.
SENATOR FROM WEST VIRGINIA**

Senator ROCKEFELLER. Mr. Chairman, I not only welcome Dr. Golden. Through the Pepper Commission, through working in West Virginia over the last 29 years, and through spending 4 years as chairman of the National Commission on Children, I worked with Dr. Golden's predecessors.

I saw all kinds of things I never thought existed in this country. I will just mention one. I always thought having never been there that Kansas City was sort of that shining city on the hill that President Reagan used to talk about—all peace and quiet. We went out there and found it racially divided with terrible tensions, drug-ridden, kids in crisis.

So I do not take anything for granted in America. And I know that we need somebody really good who is worrying about the children and families.

The CHAIRMAN. Thank you very much, Senator Rockefeller.

Senator PRYOR. Mr. Chairman, I did not welcome Dr. Golden and I apologize. I was negligent.

The CHAIRMAN. Senator Pryor, will you please welcome Dr. Golden.

Senator PRYOR. I want to welcome you, Dr. Golden, to this hearing.

Thank you, sir.

The CHAIRMAN. I would like also to welcome Mr. and Mrs. Golden, if you would stand up and let the committee see you. It is very kind of you to be here.

Dr. Golden, we have a written statement, which we will place in the record as if read. You proceed as you would like.

May I just say that Dr. Golden is nominated by President Clinton. We have the nomination, dated October 29, to be Commissioner on Children, Youth and Families at the Department of Health and Human Services. It says here new position. Would you tell them in the White House it is not a new position. But that is all right.

Dr. GOLDEN. Thank you.

STATEMENT OF OLIVIA GOLDEN, NOMINEE TO BE COMMISSIONER, ADMINISTRATION ON CHILDREN, YOUTH, AND FAMILIES, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Dr. GOLDEN. Mr. Chairman and members of the committee, my name is Olivia Golden. It is truly an honor for me to appear before you as President Clinton's nominee to be Commissioner of the Administration on Children, Youth, and Families. I am especially pleased to appear before you, Mr. Chairman, because of the years of leadership in the struggle to improve the circumstances of America's children and families.

If confirmed, I will have the distinct honor of directing vital programs within the historic Children's Bureau, as well as other ACYF programs that serve children and families in need.

As you know, Mr. Chairman, and as several of the Senators alluded to, the Administration for Children, Youth, and Families brings together a range of programs that invest early in children's lives to promote good outcomes later on that support children, youth and families in their healthy development, and to protect vulnerable children and youth.

Among the programs are Head Start, foster care, and child welfare services, the child care and development block grant, runaway and homeless youth programs, child abuse and neglect and other vital services. To live up to their promise for children and families, these programs must provide consistently high quality services. They must fit together at the community level in a way that is coordinated and integrated and supports families, and they must link effectively to the economic supports available through other agencies within the Administration for Children and Families.

If confirmed, I will bring to ACYF a breadth of experience that I believe has prepared me to achieve these goals. My career has combined scholarship, teaching, public management, advocacy, and community leadership in the field of child and family policy.

I come from Massachusetts, where I began my career in State government as a budget analyst within the State's Department of Public Welfare and later returned to serve as the Budget Director for Massachusetts' Executive Office of Human Services.

I taught and wrote for 4 years at the Kennedy School of Public Policy at Harvard University, focusing on employment and training policy, child and family policy and public management.

As an academic, my special interest has been in how programs really work for real children and families, which has led me to a variety of research projects on innovative programs, on effective programs and service delivery. I am honored and excited at the thought of bringing that experience to the task of managing a great Federal service agency.

In 1991, I had the opportunity to gain a more nationwide perspective as Director of Programs and Policy of the Children's Defense Fund. In that role, I provided technical assistance in public education to State and local policymakers and community leaders across the country. I also directed research and analysis on a range of national policy issues.

Through this experience I learned once again how distant and at the same time how powerful Federal policy can seem at the community level. That is a set of insights that I hope I will bring to approaching community partnerships from the Federal perspective at ACYF.

Over the next few years, ACYF will be central to the administration's agenda, both for investing in people and for requiring accountability and the services we offer. Both of these goals are ones that I have thought about and worked hard to achieve throughout my professional career and I look forward eagerly to the chance to commit all of my energies to making them real.

Mr. Chairman, and members of the committee, if confirmed, I look forward to working very closely with all of you, to achieve the

goals that you have laid out and I have described, and to make a reality of making a difference for children and families in America.

Thank you very much for your courtesy and your time. I would be pleased to answer any questions that you may have.

[The prepared statement of Dr. Golden appears in the appendix.]

The CHAIRMAN. Thank you, Dr. Golden.

I just want to point out to the committee that may not know this that Dr. Golden is the author of a very fine book, "Poor Children and Welfare Reform," which is just out. It deals very much with the experience of our Family Support Act, and of our JOBS program as it operates with respect to the people for whom it is designed on the ground.

In the end, that is what determines the outcome of the legislation.

Dr. GOLDEN. Thank you very much.

The CHAIRMAN. I have only one question which I would ask in the spirit that I know you will bring to this matter. The Family Preservation and Family Support Act was enacted into law earlier this year. It was part of that tripartite division we had in the President's reconciliation bill.

We had deficit reduction. We had program cuts, we had tax increases, and we had new programs. One of them on which there was great insistence was the family preservation legislation. Persons would come from the administration and say, you know, that is very important to the President. I would say, yes, I know it is very important to the President.

But finally in a moment of just a little too much of this I said, what makes him have any idea that any of those programs make any difference of any kind. I was assured, "Oh, everyone knows that." I said, well, I do not know it and I happen to doubt it. We asked for three citations and in came junk from the White House.

So Dr. Offner and some others here put together in 1 day's work a look at what the record was. It turned out that Peter Rossi, whom I am sure Dr. Golden knows, had done a survey of a whole group of these programs and he said the result is zero, which is a very common finding. Nothing so pejorative about it. But not to know that is the normal outcome of research suggests you have no business proposing how to spend another billion dollars. Not you, Dr. Golden.

Then as it happened on the day we passed the bill, Friday, the 8th of August, the front page of the New York Times had a big report of the largest study ever by Abbott House in Chicago.

Dr. GOLDEN. Chapin Hall.

The CHAIRMAN. As study by Chapin Hall in Chicago of something called Illinois Family First, which was a big program of this kind. The good news was that it did not seem to do much harm.

So what we ask is a respectful attention to the research. Do you have any idea why we were given this program? Why anybody thinks the bill we passed would succeed where you have a whole range of not just failures, but no consequence?

Dr. GOLDEN. I share, Mr. Chairman, your concern about the research. I have been reading it and talking with some of the researchers, including the researchers at Chapin Hall and Dr. Rossi and others, to try to understand the implications more fully.

I would say two themes come out of those conversations. One is that we all agree that the present system is broken. That is, that it is not effectively protecting children and supporting family, the broad child welfare system.

The second theme that I would say comes out of conversations with researchers is that we need to keep trying out a variety of approaches not only in family preservation, but also family support, which the legislation allows us to do; and we need to keep evaluating and bringing the results of evaluation back into implementation.

So, for example, the Illinois study that you mentioned, and which I think has a reputation as one of the best studies of family preservation to date, the researchers report that—report now in conversations—the State of Illinois is taking some actions to improve the program based on their findings.

So if I am confirmed, I will commit that not only do I think there is a responsibility for a strong and effective evaluation effort, but also that ACYF has a responsibility to try to bring the findings of evaluation back into programming implementation.

The CHAIRMAN. Good. Nothing more could be asked of you by this Senator. What has become very disturbing is the assumption down in HHS that we do not know anything about these things and the less we know the better. That has been very destructive.

Do not ever hesitate to tell us that something did not work. Do not ever hesitate to tell us you have some problems. That is what goes with the work. I could not ask for a better answer.

Senator Pryor?

Senator PRYOR. Thank you, Mr. Chairman.

Dr. Golden, in the last past hour we have voted for a monumental Crime Bill, \$22 billion to spend on "crime in America." Have you had a chance to analyze any of what we have just done as it relates to the areas in which you deal—families, youth, children? I guess my question is somewhat similar to the line of the Chairman's. Are we hitting the mark here with this \$22 billion? Does that make a dent in this so-called era of the disintegration of our social fabric? Have you had a chance to look at it?

Dr. GOLDEN. Senator Pryor, I have not had a chance to analyze that legislation. What I would anticipate, if I am confirmed, is that ACYF certainly has an obligation as one of the Senators mentioned earlier, to try to contribute on the prevention end, both through our youth programs, through programs like Head Start that support families, both children and parents, and that our obligation is most importantly to make, we hope, some part of that investment on the back end unnecessary some year in the future. But I have not had an opportunity to analyze the specific provisions.

Senator PRYOR. Well, I hope as time goes along that you will. I am concerned about basically trying to throw money at a problem. I am also a little bit concerned about the way we have decided to finance this program. I do not make any bones about this.

I think we have set some sort of a precedent that I hope we do not follow year after year. The second concern I have is that we are going to lull ourselves into a false sense of security thinking that because we have just spent \$22 billion on crime that we are going to cure the family problems, the social fabric problems.

I hope as time goes forward that you will analyze this, give us your best thoughts of how these dollars are being expended and whether they relate to the solving of some of the deeper rooted problems that our country is thinking.

Dr. GOLDEN. Thank you, Senator.

Senator PRYOR. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Senator Pryor.

Senator Breaux?

Senator BREAUX. Thank you very much, Mr. Chairman.

Thank you, Dr. Golden, for your statement. Just two general questions. I am convinced, as I think many people are, that welfare in this country as we know it today, does not serve very well the families that it was intended to help, nor does it serve very well the people who pay for it.

There is a real challenge for us to try and develop something that dramatically changes the way we have been doing it over the years. The President has called for an end to welfare as we know it and I have done a number of field investigations around my State and other areas about how we can improve it.

It seems like it always comes back to what do we do with the children who are innocent victims. Well, we devise programs that say we are going to train you. We are going to get you a job, and we are going to make you take the job. I am all for that.

But then I have not been able to answer the question of, what do we do with the children who are at home. Maybe you do not have an answer at this point. But can you comment on this proposition?

Dr. GOLDEN. I can comment broadly. I have not been actively involved in the administration's welfare policy conversations, although I look forward, if confirmed, to playing a supportive role because ACYF has responsibility for child care and Head Start initiatives which will clearly be important in providing supportive environments for children whose parents are going to school or working.

I share your sense and, in fact, the theme of my book, which the chairman has kindly commented on, is the need to support the well-being of children at the same time that we are focusing on enabling adults to leave welfare through training and education.

Senator BREAUX. My only other point is that I think and would hope that you would give some thought and consideration to what we do to try and bring in the absentee fathers.

You know, it seems to me that when we are requiring mothers who are on AFDC assistance to receive training and show some responsibility for the children, we have a handle or a nexus or a connection to get that done.

The thread is that we are not going to give you any more AFDC assistance or we are going to reduce your assistance if you do not participate in the programs that the Chairman has devised under the Family Support Act.

So we have something to encourage them, almost like a threat that if you do not participate in the program, well, then the government is not going to continue to pay you a welfare assistance check.

But we do not have a handle on those absentee fathers. They do not get anything because they do not get AFDC assistance. But they are out there. They have a responsibility, too.

I really have not been able to answer the question of how we bring them in and make them responsible for their actions as well and show them that by golly they have an obligation to contribute to the solution to the problem as well as they have contributed to the problem in the first place.

I would urge that perhaps in trying to resolve these problems that thought and consideration be given to that aspect of the problem as well.

Dr. GOLDEN. Thank you, Senator Breaux. I will make sure to convey that set of important issues to the people working on the child support portions of the administration's proposal. I think those are very important ideas.

Senator BREAU. Thank you.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Senator Breaux.

Senator Daschle?

Senator DASCHLE. No questions.

The CHAIRMAN. Senator Grassley?

Senator GRASSLEY. No questions.

The CHAIRMAN. Senator Rockefeller?

Senator ROCKEFELLER. Just a comment. Every time I try to do something that is large, there is always a couple of big failures. One of the ones that we made in the Children's Commission—incidentally, Senator Daschle and I have been sitting here, Dr. Golden, observing how proud your parents are. You cannot see that, but we can.

Dr. GOLDEN. I am proud of them, too.

Senator ROCKEFELLER. One of the mistakes that the Children's Commission made is we after a long debate decided not to talk about or to put into the report an approach to the whole question of reorganization, both within the Congress and the administration, of all the programs dealing with children. I think there were 48 different agencies that in one way or another affect, families and children.

We did not deal with this question because ultimately we decided if we did, it would dominate the press attention and the press would conclude that it could not be done. We did not want to divert attention from our recommendations on income security, health care, and family support.

But I hope—and I have not even studied the reinventing government report on this issue. But one of the problems that clearly makes us less efficient is the fact that we are dispersed in so many places. You have a part, but you are just a part, and there are so many other people with all of the turf. You know all that history very well.

Listening to you, it makes me realize that you are very clear-headed, very aggressive, very smart and very shrewd. I would hope that you would press the executive branch on the question of sort of rationalizing the way children and families are handled organizationally in the executive branch of government. We just did not do it, and it was a large failure on our part.

Dr. GOLDEN. Thank you for both the compliments and the suggestion. I think that an initial approach to fragmentation, which I will certainly be committed to, if I am confirmed, is to pay considerable attention to those cross-agency relationships and ensure that we are working together as we move forward.

I will look forward to looking at the organizational issues and working with you and the members of the committee on them.

Senator ROCKEFELLER. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, Senator Rockefeller. You are going to have a long career. What you did not do in the last Commission, you will do in the next. We have this legislation before us in January.

Senator Riegle?

Senator RIEGLE. Thank you very much, Mr. Chairman. The keenest interest I have is what is happening to children in this country, those that start out with two strikes, if not three strikes, against them. It has sort of been brought into focus in its own way with the NAFTA debate.

We are having this compression on the middle class and a lot of people sliding backward out of the middle class into lower income categories. There is tremendous growth of the underclass.

I am so struck by the fact that today in so many communities it is so hard to find a job it is actually easier to get a gun than to get a job.

For young people, youth, we had a situation the other day in Detroit where a mother of three went to a bank teller machine to take out \$80 and she was accosted by three youth and she was shot and killed by a 9-year-old, who was accompanied by an 11-year-old and 14-year-old, taken into custody. They show no comprehension of the crime committed here. Meanwhile, you know, there are three children left from the death of the mother.

But I watch these manifestations and see what is happening here in this town, the extinguishing of hope. I was reading news clips this morning coming in from Michigan. We still have much of what is left of this dwindling industrial base in this country and there is great bitterness out there right now at just looking at the House vote on NAFTA because of the insecurity families feel about their future, retaining their jobs, and what is ahead for their kids.

I talked with some women the other day out in Owasso, MI, who lost their jobs, most of them now single heads of households, who lost their jobs because the plant they were working in did close and go to Mexico.

We spent about 2 hours talking. I would give almost anything if there had been a national television camera there that could record this and just let the country listen to this conversation as these women spoke about two things that I want to relay and then I'll bring this to a conclusion.

They were talking about having lost their jobs, the difficulty at finding replacement work and the pervasive, grinding poverty that they now live with and that their children live with. One mother told me, for example, she does all of her shopping at yard sales and the yard sales that take place in the area where she lives are hand-me-downs that may have now gone through two or three or four

users—a shirt or child's play outfit or pair of shoes or whatever it might be.

But this is such a profound level of poverty that is out there and growing. They were saying, particularly with respect to children, not just the things that the children would like to have and would be nice to have in their life time in terms of a pair of shoes of a certain kind or an outfit to wear to school or what have you, but the prospect of the children even staying in school.

In other words, they were all saying to me, they are having a very hard time convincing their kids to finish high school because they do not really see a prospect of what finishing high school means in terms of a job ladder that they can climb. And basically what they can look forward to is a minimum wage job, if they are lucky enough to land in the K-Mart or the Burger King or whatever.

But as they talked to me, it was so powerful in the sense that this is not a small, narrow story. This is a huge, widening story. We have more and more people in the underclass now, urban and rural, than we have had in recent memory. The dynamics are sort of running that way. So hope, I think anything that is not bold and direct and that sort of forces the truth the way that the Chairman has, I think, been so significant in our national debate over now several decades, will not really mean much of anything.

I mean, I think we are in the midst of a terrible calamity in our country in that respect. And here within this sort of golden ring of privilege inside the beltway, there is a profound ignorance about what is really going on out where real people live and this terrible deprivation.

We used to talk about West Virginia as a place where there is a lot of poverty and there still is. I do not know a State in the union where there is not a lot of poverty. We have 500,000 homeless veterans, many of them from Desert Storm.

So, you know, I hope that what you can do will be to speak with a loud, clear forceful voice. Let us talk about what needs to be done. If resources are needed, and clearly they are, let us ask for them, and let us get them, and let us put them to work.

Dr. GOLDEN. Thank you, Senator Riegle.

The CHAIRMAN. Thank you, Senator Riegle.

Senator Chafee?

Senator CHAFEE. Thank you, Mr. Chairman.

First of all, I want to welcome Dr. Golden. She certainly has a very impressive biography.

Mr. Chairman, I was not here when you started. But I just want to say that in the very area that Dr. Golden is going to be involved, lies the greatest single domestic problem facing the United States of America, namely, the growth in number of unwed mothers.

I thought the hearing on this issue presented come startling information, when—I don't know if Dr. Sullivan was here or who made the presentation.

The CHAIRMAN. Dr. Sullivan.

Senator BRADLEY. Lee Rainwater.

The CHAIRMAN. And Lee Rainwater.

Senator CHAFEE. Well, anyway, we saw a chart that showed that in the city of Detroit 71 percent of the births, as I remember, were to unwed mothers. Something has gone haywire.

When you wrote your article 30 years ago about the black family, you found it deplorable that, as I recall 26 percent of the births to those families were to unwed mothers.

The CHAIRMAN. Twenty-four percent, which is now the rate for whites.

Senator CHAFEE. Now the national average now is 30 percent. Thirty percent of all births in the United States of America now are to unwed mothers, frequently to children, i.e., the mothers are children.

Senator Riegle has talked about the shootings, the deprivations, the broken homes, the poverty and I believe as much as anything it relates back to this very situation and it is going to get far worse as these children are growing up without a real home, or a home that is shattered in many instances, by lack of education, or by grinding poverty. And I think we are in for a terrible situation in our country.

Now what to do. Now Krauthammer says in an article today, that we should not subsidize it, by making single moms ineligible for welfare. Well, we used to wrestle with this when I was Governor, what to do. And you end up punishing not only the mothers, but also the children.

Apparently, and Charles Murrier has written an article that is somewhat similar to this. I do not know how you bring attention to this issue. Krauthammer in his article today is quoting an article that is written by the—was this brought up before?

The CHAIRMAN. We mentioned it.

Senator CHAFEE. Oh, I am sorry. So I am plowing old ground. I was not here and I am sorry.

But in any event, what is happening in these inner cities and it is not just Detroit, but even in Minneapolis. I think the number of illegitimate births there—is that the best description?

The CHAIRMAN. Nonmarital.

Senator CHAFEE. Nonmarital births in nice good ole Minneapolis, I think it is something like 40 percent.

The CHAIRMAN. Sure.

Senator CHAFEE. The country is going haywire. And when people talk about health care and compare us to Canada and say the Canadians have a single-payer system and this is what their system costs and we can do the same, there are all kinds of differences.

The prevalence of handguns that the Senator from Michigan referred to is different than in Canada. The terrible injuries that come from handguns—12,000 murders a year in the United States, plus 12,000 suicides a year. For a total of 24,000. This compares with a total of 173 in Canada.

But it is this fact, as much as anything, the prevalence of unwed mothers, that is driving our health care statistics, as we all know, the low birth weight babies and so forth.

I do not know what the solution is. If you can come up with it, you will get a gold star next to your name. But I am not sure that the answer is to deny them welfare.

The CHAIRMAN. Senator, may I just say that in the Crime Bill we just passed, Senator Dole and I have a sense of the Senate resolution which we will discuss with Dr. Golden—and she will have to carry out most of the work—requiring the Secretary of HHS to give us a report on this subject within 12 months, going into some of the specifics you just mentioned. We just adopted it.

Senator CHAFEE. The subject being births to unwed mothers?

The CHAIRMAN. Essentially, a study of out-of-wedlock births. Yes, sir.

[Whereupon, at 10:58 a.m., the hearing was adjourned.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED

PREPARED STATEMENT OF OLIVIA GOLDEN

Mr. Chairman and members of the Committee, my name is Olivia Golden. It is an honor and a privilege for me to appear before you this morning as President Clinton's nominee to be Commissioner of the Administration on Children, Youth, and Families. I am especially pleased to appear before you, Mr. Chairman, because of your leadership in working to improve the lives of America's children and families.

If confirmed, I will have the distinct honor of directing vital programs within the historic Children's Bureau, as well as other ACYF programs that serve children and families in need. As you know, Mr. Chairman, the Administration for Children, Youth, and Families brings together a range of programs that invest early in children's lives to promote good outcomes later on; that support children, youth, and families in their healthy development; and that protect vulnerable children and youth. These programs include Head Start, foster care and child welfare services, the child care and development block grant, the Runaway and Homeless Youth program, child abuse and neglect, and other vital services. To truly live up to their promise for children and families, these programs must provide consistently high quality services; fit together at the community level in a coordinated and integrated fashion to meet the needs of individual families; and link effectively to the economic supports available through other programs within the Administration for Children and Families.

If confirmed, I will bring to ACYF a breadth of experience that I believe has prepared me to achieve these goals. My career has combined scholarship, teaching, public management, advocacy, and community leadership in the field of child and family policy. I began my career in state government in Massachusetts, as a budget analyst within the state's Department of Public Welfare, and later returned to serve as the Budget Director for Massachusetts' Executive Office of Human Services. I taught and wrote for four years at the Kennedy School of Public Policy at Harvard University, focusing on employment and training policy, child and family policy, and public management. My special interest as an academic has been to determine what makes human service programs work for real people—an interest that has led me to a variety of research projects on the characteristics of innovative and effective programs. I am both honored and excited at the thought of applying this research and experience to the task of leading a great Federal service agency.

In 1991, I had the opportunity to gain a more nationwide perspective as the Director of Programs and Policy for the Children's Defense Fund in Washington, D.C. In that role, I provided technical assistance and public education to state and local policymakers and community leaders across the country. I also directed research and analysis on a broad range of national policy issues. Through this experience, I learned once again how distant and yet how powerful Federal policy can seem at the community level, a set of insights that I hope will inform my approach to community partnerships at ACYF.

Over the next few years, ACYF will be central to the greater Administration's agenda for investing in people and requiring accountability in the services we offer. The President, Secretary Shalala, and Assistant Secretary Bane are committed to a thoughtful expansion of Head Start that is based on quality, service excellence and a renewed sense of partnership with state and community service providers. ACYF's job will be to deliver on that vision, through oversight, management, and policy direction of the Head Start program. Second, the Administration is committed to strengthening the child welfare system in order to more effectively support fami-

lies and protect children. A key step towards this goal is Family Preservation and Support Services enacted into law this year, which ACYF will implement, monitor, and evaluate (in partnership with other agencies within HHS) to ensure the most effective services possible. Finally, the President, Secretary Shalala, and Assistant Secretary Bane are committed to minimizing fragmentation and artificial barriers to service delivery at the federal level in order to ensure that programs come together to support children, families and communities. These are goals that I have thought about and worked hard to achieve throughout my professional career, and I look forward eagerly to the opportunity to commit all of my energies to making them real.

Mr. Chairman, if confirmed, I look forward to working closely with you and the members of this Committee to make a difference for children and families in America. Thank you very much. I would be pleased to answer any questions that you may have.

PN-757

The White House,

OCT 20 1983

To the

Senate of the United States.

I nominate

Olivia A. Golden, of the District of

Columbia, to be Commissioner on Children, Youth, and Families,

Department of Health and Human Services. (New Position)

William Clinton

Response to Senate Finance Committee: Biographical Data

1. Olivia Ann Golden
2. 2601 Woodley Place, NW, Apt. 103
Washington, D.C. 20008
3. Born 5/23/55 in New York City
4. Single
5. No children
6. Education:
Harvard University, 1972-76, BA magna cum laude received 1976.

Kennedy School of Government, Harvard University, 1979-81, Master's in Public Policy received 1981.

Harvard University, 1981-83, PhD received 1983.

7. Employment:

Expert Consultant, Department of Health and Human Services, Administration for Children, Youth, and Families, Washington, D.C. June 1993 to present.

Director, Programs and Policy, Children's Defense Fund, Washington, D.C. May 1991 to May 1993.

Lecturer in Public Policy, Kennedy School of Government, Harvard University, Cambridge, Massachusetts. April 1987 to May 1991.

Adjunct Lecturer in Public Policy, Kennedy School of Government, Harvard University, Cambridge, MA. December 1985 to March 1987.

Candidate, Massachusetts State Senate, Cambridge, MA, January 1986 to September 1986.

Budget Director, Executive Office of Human Services, Commonwealth of Massachusetts, Boston, MA, May 1983 to December 1985.

Teaching Assistant, Teaching Fellow, and Director of Sloan Public Management Grant. Part-time positions while a graduate student at Harvard University, September 1980 to May 1983.

Consultant, Boston Housing Authority, Boston, MA. May 1980 to September 1980.

Director, Monthly Income Reporting Pilot Project, Massachusetts Department of Public Welfare, Boston, MA. September 1978 to August 1979.

Budget and Management Analyst, Massachusetts Department of Public Welfare, Boston, MA. August 1976 to August 1978.

8. Government experience:

Full-time positions are listed above under employment.

Advisory, consultative, honorary, and part-time positions:

Chair, Cambridge Advisory Committee on Children and Youth, 1990-91 and member, Cambridge Advisory Committee on Children and Youth, 1989. Unpaid positions on advisory board to the Mayor of Cambridge.

Member, Mental Health Area Board, Cambridge-Somerville Area. Unpaid position as member of the advisory board to the local office of the state Department of Mental Health.

Occasional consulting and training while on the faculty of the Kennedy School of Government. Specific activities involving government: provided training at a Kennedy School management institute for Massachusetts state employees (1988); provided training at a Kennedy School institute for Women Legislative leaders (1988); provided training at a session for Midwestern women state legislators at the University of Missouri (1990).

Part-time consultant (while in graduate school), Massachusetts Department of Public Welfare, 1979-80.

In addition, while at the Children's Defense Fund, I provided advice and technical assistance as part of my job to a wide array of organizations, including state governments, foundations, and state and local advocacy groups.

9. Memberships:

Chair, North Cambridge Stabilization Committee, 1987-88 and member, North Cambridge Stabilization Committee, 1986. Unpaid positions on a neighborhood group.

Sierra Club, Appalachian Mountain Club, Audubon Society, Nature Conservancy

Amnesty International, CARE, Oxfam, International Rescue Committee

ACLU, Civil Liberties Union of Massachusetts, Cambridge YWCA, NARAL, Planned Parenthood of Mass., Mass. Women's Political Caucus.

APPAM, ASPA (honorary).

American Automobile Association, Harvard Club of D.C., Smithsonian Resident Associate.

10. Political affiliations and activities:

Member, Democratic party.

Elected Delegate, Massachusetts State Democratic Convention, 1986-89 (Alternate 1984).

Elected member, Cambridge Democratic City Committee, 1984-89.

Member, Finance Committee, Alice Wolf City Council Campaign, 1987-89.

Candidate for Massachusetts State Senate (Democratic primary), 1986.

City Coordinator, Cambridge, Michael Dukakis Gubernatorial Campaign, 1981-82.

I have volunteered in a minor capacity for a number of Democratic state and national campaigns (including the Michael Dukakis Presidential campaign in 1988) and for a number of local (nonpartisan) races in Cambridge and Boston.

12/23	Committee to Elect Rosaria Salerno	50.00
10/07	Campaign to Elect Marc D. Draisen	50.00
10/07	Harvey Grant for Senate Campaign Committee	25.00
10/07	Kerry for Senate in "90"	100.00
10/07	Campaign for Massachusetts' Future	250.00
8/20	The Evelyn Murphy Committee	100.00
8/20	Committee to Elect Marc D. Draisen	25.00
8/20	Recycling Initiative Campaign	25.00
8/20	Campaign for Massachusetts' Future	100.00
7/30	The Evelyn Murphy Committee	100.00
6/6	Susan Tracy Committee	25.00
6/6	Dick Kraus for Treasurer	50.00
6/6	Committee for to Elect Marc D. Draisen	25.00
5/10	Johnson for Congress	25.00
4/7	Tom Birmingham for State Senate	25.00
4/7	The Larkin Committee	25.00
2/19	Committee to Elect Marc D. Draisen	50.00
2/19	Committee to Elect Jonathan Myers (City Council)	25.00
2/19	The Evelyn Murphy Committee	50.00
1989		
9/24	Alice Wolf Election Committee	50.00
9/24	Tom Birmingham for State Senate	25.00
10/14	Committee to Re-Elect Rosaria Salerno	100.00
10/25	Paul Leif Rosengren for Assembly	50.00
10/25	Committee to Elect Rena Leib	50.00
7/30	Committee to Elect Evelyn Murphy	50.00
7/29	Committee to Elect Rosaria Salerno	50.00
6/21	Rosengren for Assembly	100.00
6/16	Committee to Elect Rena Leib	15.00
6/16	Tom Birmingham for State Senate	50.00
6/16	The Larkin Committee	50.00
6/09	Alice Wolf Election Committee	100.00
5/29	Committee to Elect Jonathan Myers	50.00
1988		
1/31	Dukakis for President	200.00
3/24	Committee to elect Jonathan Myers	50.00
4/17	The Albano Committee	40.00
4/17	The Larkin Committee	25.00
6/10	Tom Birmingham for State Senate	50.00
12/19	The Kerry for Senate in "90" Committee	25.00

11. Honors and awards:

Manuel Carballo award for the Kennedy School's outstanding Teacher, June 1991.

Honorary membership in the American Society of Public Administration, 1992.

Phi Beta Kappa (junior year) 1975.

Lucy Paton Award for the Outstanding Radcliffe junior in the humanities, 1975.

Best graduate or undergraduate essay in political philosophy (awarded for senior thesis), 1976.

Presidential Scholar Massachusetts, 1972.

National Merit Scholar, Massachusetts, 1972.

12. Published writings:

Books.

Golden, Olivia. Poor Children and Welfare Reform. Greenwich, CT: Greenwood Press, 1992.

Papers and Articles.

Golden, Olivia, "Comments on 'What Could \$10 Billion or \$40 Billion Do For Children?'" Security for America's Children: Proceedings of the Fourth Conference of the National Academy of Social Insurance, Paul N. WandaWater and Lisbeth Schorr, editors. Dubuque, Iowa: Kendall-Hunt Publishing Company, 1992.

Golden, Olivia, "Collaboration as Means not an End: Serving Disadvantaged Families and Children," Effective Services for Young Children: Report of a Workshop. Lisbeth B. Schorr, Deborah Both, and Carol Copple, editors. Washington, D.C.: National Academy Press, 1991.

Golden, Olivia, Poor Children and Welfare Reform: Executive Summary. New York: Foundation for Child Development, Fall 1991.

Golden, Olivia, "Innovations in Public Sector Human Service Programs: The Implications of Innovation by 'Groping Along'," Journal of Policy Analysis and Management, April 1990.

Golden, Olivia, "Balancing Entrepreneurship, Line Worker Discretion, and Political Accountability: The Delicate Task of Innovators in Human Services." Paper presented to the 1988 Annual Meeting of the Association for Public Policy Analysis and Management, October 1988.

Jenkins, Steve, Dorsey, Cheryl and Golden, Olivia, "Characteristics of Service Deliverers: Who Delivers Services to Poor Children? Prepared for the Executive Session, Making the System Work for Poor Children, September 1988.

Dorsey, Cheryl and Golden, Olivia. "Inventory of Services to Poor Children." Prepared for the Executive Session, Making the System Work for Poor Children, September 1988.

13. Speeches:

I have made numerous speeches during the past three years to a variety of audiences, including academic audiences,

foundations, and local and state conferences. I do not speak from a prepared text and therefore am unable to provide copies.

14. Qualifications:

My career has combined scholarship, teaching, management, public education, and community leadership in the field of child and family policy. I have a deep commitment to improving the circumstances of America's children and families and a considerable base of knowledge and experience to bring to that task.

Among the most important qualifications that I believe I would bring to the position of Commissioner of the Administration on Children, Youth and Families are breadth of knowledge, depth of knowledge, demonstrated skill as a leader and a manager, and a commitment to openness in policy decisions and implementation.

B. FINANCIAL DATA

1. Net Worth

ASSETS

Merrill Lynch Cash Management Account: \$17,000

BayBank Harvard Trust interest-bearing checking account:
\$13,000

First American Bank interest bearing checking account:
\$29,000

TIAA-CREF Retirement Plan: CREF Money Market Account:
\$14,000

LIABILITIES

None.

2. Sources and amounts of all items of value

See attached copies of Federal income tax returns for the last three years.

3. Scheduled date of receipt of TIAA-CREF Retirement Plan is June 2020. Total accumulation is \$14,431.54 (statement of 9/30/94). Source of TIAA-CREF accumulation: \$757.59 from service at Children's Defense Fund; remainder from service to Harvard.

C. FUTURE EMPLOYMENT RELATIONSHIPS

1. Yes.

2. No, I have no plans to resume employment, affiliation, or practice with a previous employer.

3. No. My leave of absence from the Kennedy School of Government, Harvard University, expired on July 1, 1993, and I have no further leave arrangement of any kind.

4. Yes, I will.

D. POTENTIAL CONFLICTS OF INTEREST

1. I am currently paying for my health insurance through a COBRA extension of the benefits that I had at the Children's Defense Fund. If I am confirmed by the Senate, I will end this arrangement and obtain health insurance through the Federal employees' health plan.

2. None.

3. I know of none.

4. As Director of Programs and Policy at the Children's Defense Fund (1991-93), I advocated on behalf of policy positions through a variety of means: publications, public education, technical assistance and training, speaking opportunities, and the provision of advice to policy-makers and legislators. I engaged in very little direct lobbying, but assisted in framing CDF's positions on Head Start, immunization, services to vulnerable families, and other major child and family policy issues.

As a faculty member at the Kennedy School of Government, I wrote on topics of human services implementation with the hope of affecting the administration of human services programs and contributing to their greater effectiveness. My work focused on eliminating barriers to innovation, service quality and service integration.

5. I will seek and follow the advice of the General Counsel in resolving any conflict of interest that might arise.

E. TESTIFYING BEFORE CONGRESS

1. Yes, I am willing to appear and testify before any duly constituted committee of the Congress on such occasions as I may be requested to do so.

2. Yes, I am willing to provide such information as is requested by such committee.

F. OTHER

1. None

2. None

3. No

4. None

Olivia A. Golden 11/16/92

○