

117TH CONGRESS
2D SESSION

S. 3918

To establish programs to improve family economic security by breaking the cycle of multigenerational poverty, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 24, 2022

Mr. HEINRICH (for himself and Ms. COLLINS) introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

To establish programs to improve family economic security by breaking the cycle of multigenerational poverty, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the
5 “Two-Generation Economic Empowerment Act of 2022”.

6 (b) TABLE OF CONTENTS.—The table of contents for
7 this Act is as follows:

Sec. 1. Short title; table of contents.

Sec. 2. Findings; purposes.

Sec. 3. Definitions.

TITLE I—INTERAGENCY COUNCIL ON ECONOMIC MOBILITY

- Sec. 101. Interagency Council on Economic Mobility.
 Sec. 102. Information displayed on Council website.
 Sec. 103. Authorization of appropriations.

TITLE II—2-GENERATION PROGRAM

- Sec. 201. Programs.
 Sec. 202. General provisions.

TITLE III—PERFORMANCE PARTNERSHIP PILOT PROGRAM

- Sec. 301. Definitions.
 Sec. 302. Performance partnership pilots.
 Sec. 303. Reporting; evaluations.
 Sec. 304. Applicability to existing performance partnership pilots.

1 SEC. 2. FINDINGS; PURPOSES.

2 (a) FINDINGS.—Congress finds the following:

3 (1) Almost half, or 40 percent, of children in
 4 the United States are from low-income families, and
 5 at least 60 percent of Black, Hispanic, and Native
 6 American children live in low-income families.

7 (2) Individuals caught in multigenerational pov-
 8 erty tend to lack the support needed to move beyond
 9 day-to-day situations, make long-term financial
 10 plans, and support the community around them.

11 (3) Twenty-five percent of children in the
 12 United States live in single-caregiver households,
 13 and 69 percent of children who live in such house-
 14 holds are from low-income families.

15 (4) Many of the services and systems that are
 16 intended to help low-income families are fragmented,
 17 with approaches that address the needs of caregivers
 18 and children separately. These fragmented ap-

1 proaches often leave either the caregiver or the child
2 behind and dim the family’s chance at success.

3 (5) In 2015, the Department of Agriculture es-
4 timated that more than 9,200,000 individuals in the
5 United States are from low-income families that re-
6 side more than 1 mile from a supermarket, and
7 2,100,000 of such individuals do not have access to
8 a car.

9 (6) Healthy communities have a variety of com-
10 ponents, including—

11 (A) safe, sustainable, accessible, and af-
12 fordable transportation options that enable—

13 (i) children to commute to and from
14 school safely; and

15 (ii) caregivers to seek work outside of
16 their community;

17 (B) housing that is affordable, high-qual-
18 ity, socially integrated, and location-efficient;

19 (C) access to quality schools, parks and
20 other recreational facilities, child care, libraries,
21 financial services, and resources for other daily
22 needs; and

23 (D) support for healthy behavioral develop-
24 ment of children and adolescents.

25 (7) Economic research demonstrates—

1 (A) a 13-percent return on investment in
2 high-quality early childhood programs for a
3 child for each year of the child's life; and

4 (B) that a college degree obtained by a
5 caregiver is expected to double the caregiver's
6 income.

7 (8) For families who have an annual income of
8 \$25,000, or less, and have young children, a \$3,000
9 increase in such annual income during the years of
10 early childhood for such children yields a 17-percent
11 increase in earnings for those children when those
12 children become adults.

13 (9) A successful 2-generation program will—

14 (A) improve family economic security by
15 creating opportunities for, and addressing the
16 needs of, caregivers and children simulta-
17 neously, which can be measured in outcomes for
18 both caregivers and children;

19 (B) seek the input of caregivers who are
20 served by the program and ensure their per-
21 spectives and experience inform the design of
22 the program;

23 (C) break the cycle of multigenerational
24 poverty and create a cycle of family prosperity;
25 and

1 (D) foster and develop healthy commu-
2 nities.

3 (10) The return on investment in education for
4 children and their caregivers is high. Early childhood
5 education programs help children develop new skills
6 and prepare them for grade school. A caregiver's
7 level of educational attainment is the best predictor
8 of a child's success. Higher education opens the door
9 to a stable career with a family-sustaining wage,
10 providing opportunities for families to break the
11 cycle of multigenerational poverty.

12 (11) Work-family supports (such as paid family
13 leave and access to high-quality child care), and eco-
14 nomic supports (such as affordable housing, trans-
15 portation, financial education and asset-building, tax
16 credits, child care subsidies, student financial aid,
17 health insurance, assistance under the temporary as-
18 sistance for needy families program under part A of
19 title IV of the Social Security Act (42 U.S.C. 601
20 et seq.), and food assistance), that encourage, sup-
21 port, and reward work provide a scaffold as care-
22 givers pursue the skill-building activities and edu-
23 cation that lead to better jobs and longer-term fi-
24 nancial stability.

1 (12) Postsecondary education, such as commu-
2 nity college associate degrees and credentials, and
3 employment pathways, such as workforce develop-
4 ment training and workforce partnerships, can build
5 skills leading to high-demand jobs and opportunities
6 for advancement that increase employment rates and
7 income for caregivers.

8 (13) Social capital is a key success factor of the
9 2-generation approach and builds on the strength
10 and resilience of families, bolstering the aspirations
11 caregivers have for their children and for themselves.
12 For individuals living in certain regions, the lack of
13 community development contributes to a lack of eco-
14 nomic mobility and a lack of multigenerational suc-
15 cess.

16 (14) Physical and mental health have a major
17 impact on the ability of a family to thrive. There is
18 a well-documented correlation between poor health
19 and poor family finances, with poor health causing
20 poor family finances and poor family finances caus-
21 ing poor health. Improved physical health and health
22 behaviors are associated with higher scores on stand-
23 ardized tests. There is a link between mothers pro-
24 viding a higher level of emotional support and posi-
25 tive outcomes in children, such as children dem-

1 onstrating an improved social competence and en-
2 agement in schooling. Meanwhile, social isolation of
3 children is associated with a higher rate of abuse
4 and neglect of children.

5 (15) All of the 50 several States and the Dis-
6 trict of Columbia have actively mobilized around 2-
7 generation approaches, which link and align social
8 services, education, and job training to address the
9 needs of 2 generations at the same time and give
10 families the tools they need to succeed.

11 (b) PURPOSE.—The purpose of this Act is to improve
12 family economic security by breaking the cycle of
13 multigenerational poverty, and to create a cycle of family
14 prosperity, including through developing 2-generation pro-
15 grams that involve initiatives of the Federal Government,
16 States, local governments, and Tribal governments and
17 initiatives of the private sector.

18 **SEC. 3. DEFINITIONS.**

19 In this Act:

20 (1) 2-GENERATION APPROACH.—The term “2-
21 generation approach” means the approach to break-
22 ing the cycle of multigenerational poverty by improv-
23 ing family economic security through the implemen-
24 tation of programs, with measurable outcomes, that
25 create opportunities for, and address the needs of,

1 caregivers and children simultaneously. Such ap-
2 proach may include intentional coordination between
3 separate programs for adults and for children, such
4 as a Head Start program carried out under the
5 Head Start Act (42 U.S.C. 9831 et seq.).

6 (2) 2-GENERATION PROGRAM.—The term “2-
7 generation program” means—

8 (A) a program established under section
9 201(a); or

10 (B) any other program that takes the 2-
11 generation approach, including the Head Start
12 program under the Head Start Act (42 U.S.C.
13 9831 et seq.), the maternal, infant, and early
14 childhood home visiting program under section
15 511 of the Social Security Act (42 U.S.C. 711),
16 and other such programs carried out by Fed-
17 eral, State, local, Tribal, or private nonprofit
18 entities.

19 (3) AGENCY.—The term “agency” has the
20 meaning given such term in section 551 of title 5,
21 United States Code.

22 (4) CAREGIVER.—The term “caregiver” means
23 an individual, such as a parent, adoptive parent, fos-
24 ter parent, grandparent, other relative, or guardian,
25 raising a child.

1 (5) COUNCIL AGENCY.—The term “Council
2 agency” means an agency listed in section
3 101(c)(1)(A) or included under section
4 101(c)(3)(A)(ii).

5 (6) DISCRETIONARY APPROPRIATIONS.—The
6 term “discretionary appropriations” has the mean-
7 ing given such term in section 250(c) of the Bal-
8 anced Budget and Emergency Deficit Control Act of
9 1985 (2 U.S.C. 900(c)).

10 (7) INSTITUTION OF HIGHER EDUCATION.—The
11 term “institution of higher education” has the
12 meaning given such term in section 101(a) of the
13 Higher Education Act of 1965 (20 U.S.C. 1001(a)).

14 (8) MULTIGENERATIONAL POVERTY.—The term
15 “multigenerational poverty” means pervasive poverty
16 transferred from caregivers to their children through
17 structural and systematic factors.

18 (9) SCHOOL READINESS.—The term “school
19 readiness” means the development of—

20 (A) physical well-being and motor skills;

21 (B) social and emotional skills;

22 (C) approaches to learning;

23 (D) language skills (including early literacy
24 and early numeracy); and

25 (E) cognition and general knowledge.

1 (10) STATE.—The term “State” means each of
2 the several States of the United States, the District
3 of Columbia, and each commonwealth or territory of
4 the United States.

5 (11) VULNERABLE POPULATION.—The term
6 “vulnerable population” means a population con-
7 sisting of individuals who, as determined by the ap-
8 plicable lead agency under section 202(a)—

9 (A) are economically disadvantaged;

10 (B) are historically underrepresented, such
11 as racial or ethnic minorities;

12 (C) are low-income children;

13 (D) are elderly;

14 (E) are homeless;

15 (F) are reentering a community after in-
16 carceration;

17 (G) are individuals with a disability, as de-
18 fined in section 3 of the Americans with Dis-
19 abilities Act of 1990 (42 U.S.C. 12102);

20 (H) are veterans, as defined in section 101
21 of title 38, United States Code;

22 (I) are infected with the human immuno-
23 deficiency virus (HIV); or

1 (J) have any other chronic health condi-
2 tion, including a severe mental illness or sub-
3 stance use disorder.

4 **TITLE I—INTERAGENCY COUN-**
5 **CIL ON ECONOMIC MOBILITY**

6 **SEC. 101. INTERAGENCY COUNCIL ON ECONOMIC MOBIL-**
7 **ITY.**

8 (a) ESTABLISHMENT.—There is established within
9 the Federal Government an interagency council to be
10 known as the “Interagency Council on Economic Mobility”
11 (referred to in this Act as the “Council”) to carry out the
12 objectives under subsection (b) and the 2-generation ap-
13 proach, including by providing guidance and technical as-
14 sistance and addressing questions pertaining to 2-genera-
15 tion programs and other programs engaging in efforts to
16 break the cycle of multigenerational poverty.

17 (b) OBJECTIVES.—The objectives of the Council are
18 each of the following:

19 (1) Establish an accountable and effective
20 structure for interagency collaboration, and using
21 Federal authorities, to promote family-sustaining ca-
22 reers and economic mobility for low-income people of
23 the United States.

24 (2) Establish an ongoing system of coordination
25 among and within agencies or organizations related

1 to programs aimed at breaking the cycle of
2 multigenerational poverty.

3 (3) Identify knowledge gaps, research needs,
4 and policy and program deficiencies associated with
5 multigenerational poverty.

6 (4) Identify best practices of programs, includ-
7 ing 2-generation programs, and methodologies to
8 break the cycle of multigenerational poverty.

9 (c) MEMBERSHIP.—

10 (1) COMPOSITION.—

11 (A) IN GENERAL.—The Council shall be
12 composed of at least 1 designee from each of
13 the following:

14 (i) The Office of Management and
15 Budget.

16 (ii) The Bureau of Indian Affairs.

17 (iii) The Department of Agriculture.

18 (iv) The Department of Education.

19 (v) The Department of Health and
20 Human Services.

21 (vi) The Department of Housing and
22 Urban Development.

23 (vii) The Department of Justice.

24 (viii) The Department of Labor.

1 (ix) The Department of Transpor-
2 tation.

3 (x) The Department of the Treasury.

4 (xi) The Department of Veterans Af-
5 fairs.

6 (xii) The Corporation for National
7 and Community Service.

8 (xiii) The Domestic Policy Council.

9 (xiv) The National Economic Council.

10 (xv) The White House Office of
11 Faith-Based and Neighborhood Partner-
12 ships, established by Executive Order
13 14015 (86 Fed. Reg. 10007; relating to
14 the establishment of a White House Office
15 of Faith-Based and Neighborhood Partner-
16 ships).

17 (xvi) The Council on Economic Advi-
18 sors.

19 (xvii) The Social Security Administra-
20 tion.

21 (B) CORE MEMBERSHIP.—From the des-
22 ignees under subparagraph (A), the Council
23 shall have a core set of Council members to
24 carry out a greater portion of the duties under
25 subsection (d), including coordination of pro-

1 grams. Such core set of Council members shall
 2 be composed of each designee from the fol-
 3 lowing:

4 (i) The Department of Agriculture.

5 (ii) The Department of Education.

6 (iii) The Department of Health and
 7 Human Services.

8 (iv) The Department of Housing and
 9 Urban and Development.

10 (v) The Department of Justice.

11 (vi) The Department of Labor.

12 (2) DESIGNATION.—

13 (A) IN GENERAL.—The head of each
 14 Council agency shall designate at least 1 em-
 15 ployee described in subparagraph (B) of such
 16 agency to serve as a member of the Council.

17 (B) RESPONSIBILITIES.—An employee de-
 18 scribed in this subparagraph shall be a senior
 19 employee of the agency whose responsibilities
 20 relate to policies, procedures, and economics
 21 with respect to family well-being.

22 (3) CHAIRPERSON AND VICE-CHAIRPERSON.—

23 (A) CHAIRPERSON.—

24 (i) IN GENERAL.—The Chairperson of
 25 the Council (referred to in this section as

1 the “Chairperson”) shall be the Secretary
2 of Health and Human Services, or a des-
3 ignee of such Secretary.

4 (ii) ADDITIONAL COUNCIL COMPOSI-
5 TION SELECTION.—In addition to the
6 membership described in paragraph (1)(A),
7 the Chairperson may include the heads of
8 other Federal agencies as members of the
9 Council as appropriate.

10 (B) VICE CHAIRPERSON.—The Vice Chair-
11 person of the Council (referred to in this sec-
12 tion as the “Vice-Chairperson”) shall be a des-
13 ignee from the set of core members under para-
14 graph (1)(B), except clause (iii) of such para-
15 graph, as selected by the Chairperson.

16 (d) DUTIES.—

17 (1) STRATEGIC PLAN TO END AND PREVENT
18 MULTIGENERATIONAL POVERTY AND CREATE A
19 CYCLE OF FAMILY PROSPERITY.—Not later than 18
20 months after the date of enactment of this Act, the
21 Council shall develop, make available for public com-
22 ment, and submit to the President and Congress, a
23 strategic plan to end and prevent multigenerational
24 poverty and create a cycle of family prosperity. Such
25 plan shall include activities that align with the 2-

1 generation approach and are consistent with the ob-
2 jectives under subsection (b). The Council shall up-
3 date such plan annually.

4 (2) IMPLEMENTING AND ADVISING 2-GENERA-
5 TION PROGRAMS.—The Council shall—

6 (A) provide guidance to entities in devel-
7 oping and implementing 2-generation programs
8 and other efforts taking the 2-generation ap-
9 proach;

10 (B) establish and institutionalize coordina-
11 tion among Council agencies by—

12 (i) holding regular leadership meet-
13 ings;

14 (ii) establishing interagency commu-
15 nication mechanisms;

16 (iii) forming working groups to ad-
17 vance policy objectives;

18 (iv) information sharing, particularly
19 on programs and policies; and

20 (v) collaborating on priority activities
21 of the Council, technical assistance, and
22 guidance on coordinating the efforts of 2-
23 generation programs;

24 (C) identify knowledge gaps, research
25 needs, and policy and program deficiencies as-

1 sociated with multigenerational poverty through
2 developing a learning and research agenda that
3 identifies key research questions and data gaps
4 and potential opportunities for Federal, State,
5 and local organizations to answer such research
6 questions;

7 (D) identify best practices of programs, in-
8 cluding 2-generation programs, and methodolo-
9 gies to break the cycle of multigenerational pov-
10 erty, through reviewing, summarizing, and dis-
11 seminating using the Council website, evidence
12 specifically related to programs, policies, and
13 practices, with the purpose of addressing or re-
14 ducing multigenerational poverty;

15 (E) advise relevant agencies on specific
16 programmatic and policy matters related to 2-
17 generation programs;

18 (F) provide relevant subject matter exper-
19 tise to each lead agency under section 202(a);
20 and

21 (G) identify and address issues that may
22 influence the implementation of 2-generation
23 programs.

1 (3) TECHNICAL ASSISTANCE.—The Council may
2 provide technical assistance to grantees of Federal
3 programs through—

4 (A) identifying barriers for 2-generation
5 programs that require waivers to Federal statu-
6 tory, regulatory, or administrative requirements
7 and providing recommendations to Congress re-
8 garding waivers to such statutory requirements;

9 (B) addressing statutory, regulatory, or
10 administrative barriers to grantees of Federal
11 programs collaborating to carry out a 2-genera-
12 tion program and making recommendations to
13 Congress to address legislative barriers to such
14 collaboration;

15 (C) gathering and compiling stakeholder
16 input on effective 2-generation approaches;

17 (D) identifying resources to support 2-gen-
18 eration programs; and

19 (E) providing resources with respect to the
20 2-generation approach to 2-generation pro-
21 grams and the public in the form of briefs, tool-
22 kits, or other forms of technical assistance.

23 (4) STAKEHOLDER CONVENING.—

24 (A) ADVICE ON ADDRESSING
25 MULTIGENERATIONAL POVERTY.—The Chair-

1 person, on behalf of the Council, shall identify
2 and invite individuals from diverse entities, in-
3 cluding advocates, individuals or families experi-
4 encing poverty, individuals from nonprofit and
5 faith-based organizations, small businesses, and
6 philanthropic organizations, and researchers
7 from institutions of higher education, to provide
8 the Council with advice and knowledge per-
9 taining to addressing multigenerational poverty.

10 (B) BEST PRACTICES AND INFORMATION
11 GATHERING.—The Council shall have the au-
12 thority to convene stakeholders across programs
13 carrying out or supporting the 2-generation ap-
14 proach for the purpose of sharing best practices
15 and gathering information on such programs.
16 Such stakeholders shall include experts with re-
17 spect to the 2-generation approach and may in-
18 clude representatives from philanthropic organi-
19 zations, Federal, State, and local governments,
20 nonprofit organizations, and the private sector.

21 (C) EXEMPTION FROM FACAA.—The Fed-
22 eral Advisory Committee Act (5 U.S.C. App.)
23 shall not apply to any group convened by the
24 Council to provide advice to the Council.

25 (5) REPORTS TO CONGRESS.—

1 (A) ANNUAL REPORTS.—Not later than 1
2 year after the date of enactment of this Act,
3 and annually thereafter, the Council shall pre-
4 pare and submit to Congress a report that in-
5 cludes information on the progress and results
6 of each 2-generation program established under
7 section 201(a) in achieving the appropriate
8 quantitative levels for the outcomes described in
9 section 201(b) that each program is designed to
10 achieve.

11 (B) BIENNIAL REPORTS.—Not later than
12 1 year after the date of enactment of this Act,
13 and every 2 years thereafter, the Council shall
14 prepare and submit to Congress a report that
15 includes—

- 16 (i) the objectives of the Council;
- 17 (ii) information on the overall
18 progress of the Council in ending and pre-
19 venting multigenerational poverty; and
- 20 (iii) legislative policy recommenda-
21 tions, including addressing any needs for
22 greater legislative authority to meet the ob-
23 jectives of this Act.

24 (6) AVAILABLE FUNDING.—Not later than 90
25 days after the date of enactment of this Act, each

1 Council agency shall identify, document, and submit
2 to the Chairperson a list of funding sources that
3 could support 2-generation programs in achieving
4 the appropriate quantitative levels for the outcomes
5 described in section 201(b).

6 **SEC. 102. INFORMATION DISPLAYED ON COUNCIL WEBSITE.**

7 (a) IN GENERAL.—The Council shall ensure that the
8 information listed in subsection (b) is made available to
9 the public and displayed on the official website of the
10 Council.

11 (b) INFORMATION.—The information listed in this
12 subsection is each of the following:

13 (1) The national strategic plan required under
14 section 101(d)(1).

15 (2) Information on 2-generation programs, in-
16 cluding—

17 (A) the outcomes described in section
18 201(b) that each program established under
19 section 201(a) is designed to achieve, and the
20 appropriate quantitative levels for achieving
21 such outcomes;

22 (B) national partners consisting of private
23 and government entities participating in (or in-
24 terested in participating in), including by fund-
25 ing, a 2-generation program;

1 (C) a description of the 2-generation pro-
2 gram described in title III, including detailed
3 information on the performance partnership pi-
4 lots approved under section 302(a), the discre-
5 tionary appropriations used to carry out such
6 program, and any waivers issued under section
7 202(d) with respect to such program; and

8 (D) a description of any 2-generation pro-
9 gram established under section 201(a)(2).

10 (3) Each report, including the data contained in
11 each such report, that—

12 (A) the Council submits to Congress under
13 section 101(d)(5);

14 (B) the Comptroller General of the United
15 States submits under section 303(e); and

16 (C) is submitted to the Council under sec-
17 tion 303(d).

18 (4) Information describing the best practices
19 (as determined by the Council) of the 2-generation
20 programs, and other programs engaging in efforts to
21 break the cycle of multigenerational poverty and cre-
22 ate a cycle of family prosperity, to enable interested
23 entities to emulate such best practices in any efforts
24 to end or prevent multigenerational poverty.

1 **SEC. 103. AUTHORIZATION OF APPROPRIATIONS.**

2 There are authorized to be appropriated for each of
3 fiscal years 2023 through 2027 such sums as may be nec-
4 essary to carry out this title.

5 **TITLE II—2-GENERATION**
6 **PROGRAM**

7 **SEC. 201. PROGRAMS.**

8 (a) **IN GENERAL.**—The Council shall establish, as 2-
9 generation programs, each of the following:

10 (1) The 2-generation performance partnership
11 pilot program described in title III.

12 (2) Such other 2-generation programs in ac-
13 cordance with this title.

14 (b) **OUTCOME MEASURES.**—

15 (1) **ESTABLISHMENT.**—The Council shall estab-
16 lish clearly defined outcome measures for each 2-
17 generation program established under subsection (a)
18 and the appropriate quantitative levels for achieving
19 such outcomes.

20 (2) **PRIMARY OUTCOMES.**—Each 2-generation
21 program established under subsection (a) shall be
22 designed to achieve primary outcomes consisting of
23 both of the following:

24 (A) Improved academic achievement of
25 children and increased earning potential of
26 caregivers, including enhanced—

1 (i) school readiness of children from
2 birth through age 5; and

3 (ii) educational or skill attainment of
4 caregivers, including through enrollment in
5 an apprenticeship program.

6 (B) Two or more of the following out-
7 comes:

8 (i) Improved financial stability of fam-
9 ilies, including increased financial capa-
10 bility of, and savings for, caregivers and
11 children, achieved through increased earn-
12 ing potential and enhanced financial deci-
13 sion-making skills of caregivers and chil-
14 dren.

15 (ii) Increased access for caregivers
16 and children to programs that foster
17 healthy caregiver-child relationships.

18 (iii) Increased opportunities for all
19 family members to participate in programs
20 that address the mental health needs of
21 caregivers and children.

22 (iv) Improved education of caregivers
23 and children on obesity prevention and nu-
24 trition, and a subsequent reduction in

1 rates of obesity and related diseases among
2 caregivers and children.

3 (v) Improved maternal and child
4 health, including social and emotional
5 health and development of mothers and
6 children.

7 (vi) Additional outcomes that reflect
8 other indicators of family prosperity, suc-
9 cess, and stability, such as stable housing,
10 as identified by the Council for children
11 and caregivers.

12 (3) COST-EFFECTIVE OUTCOMES.—In achieving
13 the primary outcomes described in paragraph (2),
14 each 2-generation program established under sub-
15 section (a) shall make better use of budgetary re-
16 sources to seek enhanced outcomes that are most
17 cost-effective for regions, communities, or vulnerable
18 populations.

19 **SEC. 202. GENERAL PROVISIONS.**

20 (a) LEAD AGENCIES.—

21 (1) 2-GENERATION PERFORMANCE PARTNER-
22 SHIP PILOT PROGRAM.—The Department of Health
23 and Human Services shall be the lead agency for the
24 purpose of carrying out the 2-generation program
25 described in title III.

1 (2) OTHER NEWLY ESTABLISHED 2-GENERA-
2 TION PROGRAMS.—The Director of the Office of
3 Management and Budget shall, in collaboration with
4 the Council, designate a lead agency from among the
5 Council agencies for the purpose of carrying out any
6 other 2-generation program established as described
7 in section 201(a)(2).

8 (b) AGENCY HEAD DETERMINATIONS.—

9 (1) IN GENERAL.—A Council agency may par-
10 ticipate (directly or by providing discretionary appro-
11 priations that have been appropriated to such agen-
12 cy) in a 2-generation program established under sec-
13 tion 201(a) only upon providing a written deter-
14 mination by the head of such agency to the applica-
15 ble lead agency under subsection (a), subject to
16 paragraph (3), based on the best available informa-
17 tion, transferring resources to participate in such
18 program will not—

19 (A) result in such Council agency reducing
20 any services (funded in whole or in part by the
21 discretionary appropriations of such agency)
22 that such agency provided prior to participating
23 in the 2-generation program; and

24 (B) otherwise adversely affect vulnerable
25 populations that are recipients of such services.

1 (2) CONSIDERATION.—In making the deter-
2 mination under paragraph (1), the head of the
3 Council agency may take into consideration the dis-
4 cretionary appropriations that will be used in the 2-
5 generation program.

6 (3) SUBMISSION TO FULL COUNCIL.—In the
7 case that the Council agency seeking to participate
8 in a 2-generation program established under section
9 201(a) is the applicable lead agency under sub-
10 section (c), the Council agency shall submit the writ-
11 ten determination required under paragraph (1) to
12 the Council.

13 (c) TRANSFER AUTHORITY.—

14 (1) 2-GENERATION ACCOUNT.—The applicable
15 lead agency under subsection (a) may establish an
16 account for the purpose of carrying out a 2-genera-
17 tion program established under section 201(a), al-
18 lowing multiple Council agencies participating in the
19 2-generation program to combine discretionary ap-
20 propriations for the purpose of carrying out the 2-
21 generation program.

22 (2) TRANSFERS.—Subject to the written ap-
23 proval of the Director of the Office of Management
24 and Budget and paragraph (4), the head of each
25 Council agency participating in a 2-generation pro-

1 gram established under section 201(a) may transfer
2 discretionary appropriations of the agency to the ac-
3 count established under paragraph (1), to be used
4 for such 2-generation program.

5 (3) AVAILABILITY.—

6 (A) PURPOSES.—Subject to the waiver au-
7 thority under subsection (d), the discretionary
8 appropriations transferred under paragraph (2)
9 shall remain available for the same purposes for
10 which the appropriations were originally appro-
11 priated.

12 (B) OBLIGATION BY THE FEDERAL GOV-
13 ERNMENT.—The discretionary appropriations
14 transferred under paragraph (2) shall remain
15 available for obligation by the Federal Govern-
16 ment for the period for which such appropria-
17 tions were permitted to remain available, as of
18 the day before the date of the transfer.

19 (4) NOTICE REQUIREMENT.—Not later than 30
20 days prior to transferring any discretionary appro-
21 priations under paragraph (2), the head of the
22 Council agency transferring the appropriations shall
23 provide written notice of the transfer to the Com-
24 mittee on Appropriations of the House of Represent-

1 atives, the Committee on Appropriations of the Sen-
2 ate, and other appropriate committees of Congress.

3 (d) WAIVER AUTHORITY.—

4 (1) IN GENERAL.—To reduce administrative
5 burdens (including application and reporting re-
6 quirements) and subject to other provisions of this
7 Act (but notwithstanding subsection (c)(3)(A)), the
8 head of a Council agency participating in a 2-gen-
9 eration program established under section 201(a)
10 may waive (in whole or in part) the application, sole-
11 ly with respect to discretionary appropriations used
12 in such 2-generation program, of any statutory, reg-
13 ulatory, or administrative requirement that such
14 agency head—

15 (A) is authorized to waive (in accordance
16 with the terms and conditions of the Federal
17 law authorizing such appropriations); or

18 (B) would not otherwise be authorized to
19 waive, but for the application of this subsection.

20 (2) LIMITATIONS.—

21 (A) IN GENERAL.—An agency head de-
22 scribed in paragraph (1) shall not waive any re-
23 quirement related to nondiscrimination, wage
24 and labor standards, or allocation of funds to
25 State or sub-State levels.

1 (B) REQUIREMENTS.—For the waiver of
2 any statutory, regulatory, or administrative re-
3 quirement described in paragraph (1)(B), an
4 agency head described in paragraph (1) shall—

5 (i) prior to granting the waiver, sub-
6 mit to the applicable lead agency under
7 subsection (a) a written determination,
8 with respect to the discretionary appropria-
9 tions described in paragraph (1), that the
10 granting of such waiver for purposes of the
11 2-generation program—

12 (I) is consistent with the statu-
13 tory purposes of the Federal program
14 for which such discretionary appro-
15 priations were appropriated and the
16 other provisions of this section, as
17 well as the written determination by
18 such agency head under subsection
19 (b)(1);

20 (II) is necessary to achieve the
21 appropriate quantitative levels for the
22 outcomes described in section 201(b)
23 that the program is designed to
24 achieve, and is no broader in scope

1 than is necessary to achieve such lev-
2 els; and

3 (III) will result in—

4 (aa) realizing efficiencies by
5 simplifying reporting burdens or
6 reducing administrative barriers
7 with respect to such discretionary
8 appropriations; or

9 (bb) increasing the ability of
10 individuals to obtain access to
11 services that are provided
12 through such discretionary ap-
13 propriations; and

14 (ii) provide at least 60 days of ad-
15 vance written notice to the Committee on
16 Appropriations of the House of Represent-
17 atives, the Committee on Appropriations of
18 the Senate, and other appropriate commit-
19 tees of Congress.

20 (e) PROHIBITED USE OF ASSESSMENT FOR YOUNG
21 CHILDREN.—To participate in a 2-generation program es-
22 tablished under section 201(a), an entity shall provide an
23 assurance that the entity will not assess the achievement
24 of children from birth through grade 2, or programs pro-

1 viding services to such children, by engaging in activities
2 that include—

3 (1) assessing such children or programs in a
4 manner that provides or leads to any reward or
5 sanction for any individual child, teacher, early
6 childhood education program, as defined in section
7 103 of the Higher Education Act of 1965 (20
8 U.S.C. 1003), or school;

9 (2) using a single method for assessing the ef-
10 fectiveness of a program serving such children as the
11 primary or only method for assessing such program;
12 or

13 (3) evaluating such children for any purpose
14 other than to—

15 (A) improve instruction or classroom envi-
16 ronment;

17 (B) target high-quality, evidence-based
18 professional development;

19 (C) determine the need for health (includ-
20 ing mental health), disability, or family support
21 services;

22 (D) inform the quality improvement proc-
23 ess for such programs at the State level;

24 (E) evaluate such a program for the pur-
25 poses of program improvement and providing

1 information to the caregivers of children partici-
 2 pating in such program; or

3 (F) provide research conducted as part of
 4 a national evaluation.

5 **TITLE III—PERFORMANCE**
 6 **PARTNERSHIP PILOT PROGRAM**

7 **SEC. 301. DEFINITIONS.**

8 In this title:

9 (1) **LEAD AGENCY.**—The term “lead agency”
 10 means the Department of Health and Human Serv-
 11 ices.

12 (2) **PERFORMANCE PARTNERSHIP PILOT.**—The
 13 term “performance partnership pilot” means a
 14 project that—

15 (A) seeks to identify, through a demonstra-
 16 tion, cost-effective strategies for providing serv-
 17 ices at the State, regional, or local level;

18 (B) involves 2 or more Federal programs
 19 (administered by one or more Federal agen-
 20 cies)—

21 (i) with related policy goals; and

22 (ii) at least one of which is adminis-
 23 tered (in whole or in part) by a State, local
 24 government, or Tribal government;

1 (C) carries out the 2-generation approach
 2 by achieving the outcomes described in section
 3 201(b), including making better use of budg-
 4 etary resources to seek enhanced outcomes that
 5 are cost-effective for regions, communities, or
 6 vulnerable populations; and

7 (D) consistent with this title, allows—

8 (i) an entity participating in the
 9 project to combine multiple sources of
 10 funding acquired by the entity; and

11 (ii) multiple entities participating in
 12 the project to combine sources of funding
 13 acquired by the entities.

14 **SEC. 302. PERFORMANCE PARTNERSHIP PILOTS.**

15 (a) APPROVAL OF PILOTS.—In accordance with title
 16 II and this title, the lead agency shall approve not more
 17 than 5 performance partnership pilots under the program
 18 described in this title, by entering into performance part-
 19 nership agreements under subsection (c).

20 (b) USE OF DISCRETIONARY APPROPRIATIONS.—
 21 Subject to section 202 and subsections (a) and (c), a
 22 Council agency may use discretionary appropriations ap-
 23 propriated to such agency to participate in one or more
 24 of the approved performance partnership pilots.

25 (c) PERFORMANCE PARTNERSHIP AGREEMENTS.—

1 (1) IN GENERAL.—A Council agency may use
2 discretionary appropriations to participate in a per-
3 formance partnership pilot only in accordance with
4 the terms of a performance partnership agreement,
5 described in paragraph (3), that is entered into be-
6 tween—

7 (A) subject to paragraph (2), the lead
8 agency on behalf of each Council agency partici-
9 pating in such pilot; and

10 (B) a representative of each State, local
11 government, or Tribal government that has ap-
12 plied for participation in such pilot, in accord-
13 ance with application procedures established by
14 the lead agency.

15 (2) LIMITATION.—The lead agency may only
16 enter into an agreement under paragraph (1) upon
17 receiving, from the head of each Council agency to
18 be participating in such pilot, a written concurrence
19 to enter into such agreement, including an agree-
20 ment that such Council agency will comply with all
21 requirements under this Act for participating in
22 such pilot.

23 (3) TERMS OF THE AGREEMENT.—A perform-
24 ance partnership agreement entered into under para-

1 graph (1) shall specify, at a minimum, each of the
2 following:

3 (A) The length of such agreement, which
4 shall end not later than 5 fiscal years after the
5 date of enactment of this Act.

6 (B) The Federal programs and federally
7 funded services that are involved in such pilot.

8 (C) The discretionary appropriations that
9 are being used in the performance partnership
10 pilot (by the respective Federal account identi-
11 fier, and the total amount from such account
12 that is being used in such pilot), and the period
13 of availability for obligation by the Federal Gov-
14 ernment of such funds.

15 (D) The non-Federal funds that are being
16 used in such pilot, by source (which may in-
17 clude private funds and governmental funds)
18 and by amount.

19 (E) The State, local, or Tribal programs
20 that are involved in such pilot.

21 (F) The populations to be served by such
22 pilot.

23 (G) The cost-effective Federal oversight
24 procedures that will be used for the purpose of
25 maintaining the necessary level of account-

1 ability for the use of the discretionary appro-
2 priations in such pilot.

3 (H) The cost-effective State, local, or Trib-
4 al oversight procedures that will be used for the
5 purpose of maintaining the necessary level of
6 accountability for the use of the discretionary
7 appropriations in such pilot.

8 (I) The outcomes described in section
9 201(b) that such pilot is designed to achieve
10 and the appropriate quantitative levels for
11 achieving such outcomes.

12 (J) The appropriate, reliable, and objective
13 outcome-measurement methodology that will be
14 used in carrying out such pilot, to determine
15 the success of such pilot in achieving any out-
16 come, and the appropriate quantitative level for
17 achieving such outcome, specified under sub-
18 paragraph (I).

19 (K) Any statutory, regulatory, or adminis-
20 trative requirements related to a Federal man-
21 datory program that are barriers to achieving
22 any outcome or level specified under subpara-
23 graph (I).

24 (L) In a case in which, during the course
25 of such pilot, it is determined that the pilot is

1 not achieving the appropriate quantitative levels
2 for the outcomes specified under subparagraph
3 (I)—

4 (i) any consequence that will result
5 from the failure to achieve such levels, with
6 respect to the discretionary appropriations
7 that are being used in such pilot; and

8 (ii) the corrective actions that will be
9 taken to increase the likelihood that such
10 pilot, upon completion, will have achieved
11 such levels.

12 (M) The design of a comparison population
13 group for purposes of comparing the outcomes
14 specified under subparagraph (I) for individuals
15 participating in such pilot with similar individ-
16 uals who did not participate in such pilot.

17 (d) COORDINATORS.—

18 (1) IN GENERAL.—The lead agency shall award
19 not more than \$100,000 to each performance part-
20 nership pilot approved under this section to fund
21 staff to lead coordination for such performance part-
22 nership pilot.

23 (2) AMOUNT.—The amount of each award
24 under paragraph (1) may take into account the pre-
25 vailing wage rate in accordance with the Occupa-

1 tional Employment and Wage Statistics of the Bu-
2 reau of Labor Statistics for an occupation deter-
3 mined by the Secretary of Labor to be comparable
4 to the position of a coordinator of a performance
5 partnership pilot approved under this section for the
6 locality in which the coordinator will be hired.

7 (3) AUTHORIZATION OF APPROPRIATIONS.—
8 There are authorized to be appropriated to carry out
9 this subsection such sums as may be necessary for
10 each fiscal year.

11 **SEC. 303. REPORTING; EVALUATIONS.**

12 (a) STATE, LOCAL GOVERNMENT, OR TRIBAL GOV-
13 ERNMENT REPORTS.—

14 (1) IN GENERAL.—Not later than 90 days after
15 the first day of each fiscal year, a State, local gov-
16 ernment, or Tribal government participating (in
17 whole or in part) in a performance partnership pilot
18 shall submit a report to the lead agency.

19 (2) CONTENTS.—The report under paragraph
20 (1) shall include information on—

21 (A) the progress of such performance part-
22 nership pilot in achieving the appropriate quan-
23 titative levels for the outcomes the pilot is de-
24 signed to achieve under section 302(c)(3)(I), in-
25 cluding data supporting such progress and re-

1 regarding the comparison population group de-
2 scribed in section 302(c)(3)(M); and

3 (B) the discretionary appropriations, and
4 any other funds, used to carry out such per-
5 formance partnership pilot.

6 (b) COUNCIL AGENCY REPORTS.—Not later than 120
7 days after the first day of each fiscal year, each Council
8 agency participating in a performance partnership pilot
9 shall submit a report to the lead agency in such manner
10 and containing such information about the performance
11 partnership pilot as the lead agency may require.

12 (c) EVALUATION BY COMPTROLLER GENERAL.—

13 (1) IN GENERAL.—The Comptroller General of
14 the United States shall, annually for 6 fiscal years
15 after the date of enactment of this Act, conduct an
16 evaluation of the 2-generation program described in
17 this title, which shall include information describ-
18 ing—

19 (A) the criteria used by the lead agency to
20 approve performance partnership pilots;

21 (B) the States, local governments, and
22 Tribal governments that participated in any
23 performance partnership pilot;

1 (C) how each such State, local government,
2 and Tribal government used funds received
3 under such performance partnership pilot;

4 (D) the success of each performance part-
5 nership pilot in achieving the appropriate quan-
6 titative levels for the outcomes the pilot is de-
7 signed to achieve under section 302(c)(3)(I);
8 and

9 (E) the ability of each performance part-
10 nership pilot to be replicated or expanded to
11 serve more families.

12 (2) SUBMISSION.—Not later than 90 days after
13 the first day of each fiscal year, the Comptroller
14 General of the United States shall submit a report
15 containing the evaluation conducted under para-
16 graph (1) to the lead agency and the Council.

17 (d) LEAD AGENCY REPORT TO THE COUNCIL.—Not
18 later than 180 days after the first day of each fiscal year,
19 the lead agency shall submit a report to the Council that
20 evaluates the information provided in the reports under
21 subsections (a), (b), and (c). The Council shall include
22 such evaluation in the reports under section 101(d)(5)(A).

1 **SEC. 304. APPLICABILITY TO EXISTING PERFORMANCE**
2 **PARTNERSHIP PILOTS.**

3 Nothing in this Act shall be construed to apply to
4 any performance partnership pilot authorized under any
5 of the following:

6 (1) Section 526 of the Departments of Labor,
7 Health and Human Services, and Education, and
8 Related Agencies Appropriations Act, 2014 (Public
9 Law 113–76).

10 (2) Section 524 of the Departments of Labor,
11 Health and Human Services, and Education, and
12 Related Agencies Appropriations Act, 2015 (Public
13 Law 113–235).

14 (3) Section 525 of the Departments of Labor,
15 Health and Human Services, and Education, and
16 Related Agencies Appropriations Act, 2016 (Public
17 Law 114–113).

18 (4) Section 525 of the Departments of Labor,
19 Health and Human Services, and Education, and
20 Related Agencies Appropriations Act, 2017 (Public
21 Law 115–31).

22 (5) Section 525 of the Departments of Labor,
23 Health and Human Services, and Education, and
24 Related Agencies Appropriations Act, 2018 (Public
25 Law 115–141).

1 (6) Section 524 of the Department Health and
2 Human Services Appropriations Act, 2019 (Public
3 Law 115–245).

4 (7) Section 524 of the Departments of Labor,
5 Health and Human Services, and Education, and
6 Related Agencies Appropriations Act, 2020 (Public
7 Law 116–94).

8 (8) Section 524 of the Departments of Labor,
9 Health and Human Services, and Education, and
10 Related Agencies Appropriations Act, 2021 (Public
11 Law 116–260).

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