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[Service Delivery Model - Principles and Values] [Loose]

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ECONOMIC
DEVELOPMENT
DEPARTMENT

MEMO: MAY 18, 1993

TO: KATY MCGINTY
PETER YU
STEPHANIE SOLIEN

FROM: KEVIN SMITH *KS*
GOVERNOR'S OFFICE/OEDD

SUBJECT: PRINCIPLES/VALUES FOR A NEW SERVICE DELIVERY MODEL

Attached is a list of principles and values we hope you will consider when designing a new federal service delivery system as a response to the President Clinton's Forest Conference.

If you would like to receive more information or speak to any of our experts, please give me a call at (503) 373-1205 x288.

Thank you for the opportunity to assist you in this effort.

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HOW TO MOVE TO A NEW MODEL FOR SERVICE DELIVERY

PROBLEM:

How to move agencies to a new model that is cooperative, collaborative, integrated and shares resources in a system that is flexible, responsive, proactive and not overburdensome in working with state and local interests. How to establish an outcomes based approach to working with state and local interests. And, how to have an effective short term response mechanism that builds a new long term model of partnership for service delivery.

CHALLENGE:

The Forest response offers an opportunity to build a new model of federal partnerships to help people and their communities. The real challenge is developing a long term federal model that incorporates cooperation, collaboration and sharing of resources. The fast response can be a learning mechanism if it is done right. Oregon has a good deal of insight to offer in the paradigm shift necessary to be successful. The state's experience through the Workforce Quality Council's (WQC) collaborative approach to federal and state workforce development and the Multiple Agency Coordination group (MAC)/Community Emergency Response Team (CERT) used to respond to forest fires offers some useful principles and practices for a federal delivery system. [A more thorough description of the MAC/CERT approach is described in the attached documents.]

PRINCIPLES/VALUES:

President Clinton has offered real leadership in principles and practice by bringing together the Cabinet Secretaries and Vice President Gore as a team to address the issues of ecosystems, communities, individuals and business. The six principles outlined in the "mission statement" of the Forest Conference Executive Committee on Labor and Community Assistance are an excellent starting point. The State of Oregon fully agrees the response plan "must be long term and focused on economic development and diversification over time." The federal governments role in "encouraging adjustment, easing transitions, approaching dislocation broadly, coordinating federal resources and supporting not directing state and local responses to economic development" provide a foundation for a new federal-state partnership.

The principles outlined on Labor and Community Assistance mirror Oregon's approach. The State's experience in trying to build new models of partnership within our existing agencies suggests there are several additional principles that should be considered:

05/18/93 09:43 2503 581 5115 OK ECON DEV 2000

Service Delivery Model

Page Two

1. **Empowerment of individuals within organizations to take action is critical.** The sharing of power and responsibility in decision making, investing resources, and the delegation of real authority is difficult to do. But, it is at the heart of the Administration's principles of a federal-state partnership. It too must be at the heart of how agency officials are given the authority to act.
2. **Trust is the key to building cooperative and collaborative relationships.** Building trust between federal agencies and programs requires communication through real face-to-face dialogue, not just on paper. It also requires common goals and purpose. Trust between federal, state and local governments must be developed through the real communication process. All stakeholders must be at the table.
3. **Self sufficient individuals and self sufficient communities must be part of the solution.** This goal can only be achieved if the federal and state partners are willing to invest in building the capacity of these communities and individuals to help themselves.
4. **Programs must be flexible in design and delivery of services.** "Maximum feasible deference" to state and local interests with programs and an outcomes based approach to providing services should be used as the basis for decision making and program accountability. Working as close to the customer as possible and assuring a continuous process for review, improvement and adjustment will strengthen the partnership.

LESSONS LEARNED / SUGGESTIONS

The WQC and the MAC/CERT models have served as a laboratory for the type of service response model the Clinton administration is considering. The MAC/CERT provides a short term focused response model while the WQC is focused on the long term. Both models break down barriers, build trust and support cooperative efforts. The following questions and answers will address some of the big issues/problems we see in building a new partnership.

Q: How do you empower people and agencies?

A: In this case there is nothing like clear explicit instructions. The principals espoused in the Presidents memo laid out the parameters for the Labor and Community Assistance. To empower the local representatives of the federal government will require similar action. A presidential directive to the Cabinet Secretaries to empower agency representatives at the local level is necessary. These federal team members must have the resources, authority and accountability to be active members in a federal-state partnership that supports local responses.

05/18/93 08:45 303 381 3115 OR ECON DEV

Service Delivery Model

Page Three

Q: How do agencies give up traditional control/turf roles?

A: Oregon has developed cross functional teams for problem solving on key policy issues that cross agency lines. When an issue is identified a team is given responsibility for coming up with an answer. The lead agency/person plays the role of facilitator, convener, and work collector. People and agencies switch roles depending upon the issue. The group is accountable for the product. This has been very successful at building relationships and understanding between organizations.

Q: How do you get agencies to value cooperation?

A: Agencies need to have evaluation tools/performance measures that reward qualities like cooperation, collaboration and shared resources. They also need agreement on what those things mean. We have found the following definitions/measures valuable. COOPERATION: keeping list of who works with who in between other agencies. COLLABORATION: Willingness to be a partner with another organization heading a particular project. SHARED RESOURCES: When you give up your traditional role and resources (\$) to others.

Q: What is the key to providing quality services?

A: If government is going to operate like a high performance business it needs to see itself as one. If its business is providing services it is going to have to have a much better customer orientation. Customers of the federal agencies are the people and communities needing services as well as the state and local agencies responsible for delivering them. The qualitative issues of program flexibility, responsiveness, proactive approaches and overburdensome rules cannot be remedied or improved without customer feedback ie. excellent communications. Consciously building in a continuous evaluation and improvement loop to help define good practices and identify bad ones builds a better service and end result. Positive response to ideas builds trust and active partners.

Q: What is governments role?

A: We have worked to define ourself as a catalyst, advocate and agent of change rather than a control agent. With limited resources to meet peoples needs the approach that stimulates action by providing a "handup not a handout" is in everyone's best interest. Allowing time for a long term process to take hold is critical but difficult. The quick timeline for a forest response can drive a narrow fast SWAT team approach rather than a broader hospital/diagnostic one for the long term.

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**Multiple Agency Coordination Groups (MAC)
and
Community Emergency Response Team (CERT) Models**

The following pages discuss the use of a MAC and a CERT in the coordination of fighting forest fires. We believe there are elements of these models that may serve useful in designing a short term service delivery response to economic dislocations.

MAC

The salient feature of the MAC is the coordination of all agencies involved. A MAC is a physical location where people from different agencies work to coordinate each agency's efforts toward a common goal. This becomes "one stop shopping" for information, operations and coordination. MACs work well with the media and community because they present a seamless structure that guarantees access to all the facts. MACs have been used to plan major conferences, spray projects and other events.

The important facet of a MAC is the coordination, not command or delivery. This is not necessarily where the rubber meets the road. Rather, it is where the driver decides to steer the car and how fast to drive.

CERT

This is where the rubber meets the road. Agencies are joined together in a seamless team structure, deliver important services to local communities and landowners. CERT is a new concept in wildfire and Oregon is the first state in the west to implement this type of function.

A CERT works because everyone is operating with a common purpose, with common direction and as a single resource of aid, information, consultation, etc. The key to making this work is having all the players involved on the team (not leaving anyone out), and keeping this local. The team must have ties to the community.

If the Forest Conference Working would like more information regarding these systems, please contact:

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MULTIPLE AGENCY COORDINATING GROUPS(MAC)

and

COMMUNITY EMERGENCY RESPONSE TEAMS(CERT)

Wildfires are increasingly complex incidents requiring a variety of often divergent organizations and skills to manage. Wildfire incidents are also becoming more common in areas where they threaten not only natural resources, but people, structures and even entire communities. This complexity and potential impacts on people and communities has lead to the formation of two support organizations, Multiple Agency Coordination Groups(MAC) and Community Emergency Response Teams(CERT) to increase the effectiveness of incident management, and reduce the potential of losses caused by wildfires.

MAC's are designed to assist in major wildfire situations with coordination, priority setting, intelligence gathering, commitment of fire fighting resources, and distribution of information about the situation to the public and media. Members of a MAC operation are normally top management personnel with the authority to act for their agency.

MAC's have been used for a number of years at the national, regional and state levels. There is growing interest in using MAC group approaches at local levels during their initial stages of wildfire incidents involving several emergency service organizations. Locally developed MAC's may or may not be called MAC, but they function in the same context as formally named MAC's.

CERT is a relatively new organizational concept developed to deal with community relations and information flow during wildfire incidents that involve or threaten urban or heavily populated rural areas. CERT focuses on the public issues of a wildfire incident. It is tasked with providing accurate information about the incident, providing people with information that can be used for self protection, and working with non fire organizations to help reduce the trauma associated with wildfire incidents in inhabited areas.

CERT is a pre-planned quick response team activated immediately when wildfire has potential to affect populated areas. It operates a media and public contact point and provides people to assist the initial attack IC and other emergency service agencies at the incident. It is not part of a MAC, but it can used to carry out the information role of a local MAC and assist with intelligence gathering.

Cert public contact points require facilities similar to required by MAC, telephones, faxes, computers and a room for media and public contacts plus a quiet conference room.

Attached is information about the operation of both organizations. Since CERT is the development stage the reference material discusses several approaches, and contains draft material for its operation. After field testing and evaluation a more concise CERT paper will be prepared.

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MAC FUNCTIONS

Activation of MAC Group improves interagency coordination at top management levels and provides for allocation and timely commitment of multiagency emergency resources on any incident. Participation by multiple agencies in the MAC effort will improve:

- 1) Overall situation status information.
- 2) Incident priority determination.
- 3) Resource acquisition or allocation.
- 4) State, Federal disaster coordination.
- 5) Political interfaces.
- 6) Overall coordinated information provided to the media and agencies involved.