

PARTNERSHIPS FOR STRONGER FAMILIES

The goal of Partnerships for Stronger Families is to make the federal government a more responsive and supportive partner in efforts to implement comprehensive community-based initiatives to serve children and families. Many promising domestic initiatives of the Clinton administration have been designed to support community-developed strategies including the Empowerment Zone/Enterprise Community Program and the National Performance Review's State and Local partnerships. This effort will take lessons learned from those models and others across the country and pursue systemic change to make federal practices more supportive of community efforts.

Partnerships is an interagency effort, coordinated by several White House offices including the Domestic Policy Council, the National Performance Review, the Community Empowerment Board, and the Office of Management and Budget. Federal agency staff have formed five action teams to pursue a concrete agenda for administrative action in 1996. The teams and their initial mandates are:

1. **Building Capacity: Technical Assistance** Mission: to inventory federal technical assistance to communities in children and family services and to consider ways to improve interagency coordination and make TA more responsive to customer needs.
2. **Accountability: National Indicators** Mission: to develop options for a system of national indicators of family and child well-being, possibly modelled on the Index of Leading Economic Indicators.
3. **Financing: Flexibility** Mission: to explore federal funding and regulation of efforts to integrate services to children and families, to recommend improvements, and to explain to communities how to maximize federal funding and flexibility.
4. **Information Dissemination** Mission: to inventory federal clearinghouses, web sites and 800 numbers providing information to communities on programs for children and families and to recommend ways to integrate these resources into an easy-to-use reference system -- on the World Wide Web and through non-electronic means.
5. **Single Point of Contact** Mission: to examine how a single federal point of contact for states and communities might be implemented, using the HUD/ Connecticut MOU as a model and learning opportunity.

The teams are currently holding their initial meetings and have been asked to submit work plans by the end of May indicating reasonable goals for action in 1996. Participating agencies include Health and Human Services, Housing and Urban Development, Agriculture, Labor, Education and Justice. Each agency is participating on all five teams. Team chairs are Assistant Secretaries or other high-level agency officials. The initiative is being managed by a Steering Committee consisting of the Team Chairs and representatives of the various White House offices.

(5/14/96)

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(5/14/96)



U. S. Department of Housing and Urban Development
Washington, D. C. 20410-6000

September 23, 1996

ASSISTANT SECRETARY FOR
POLICY DEVELOPMENT AND RESEARCH

MEMORANDUM TO: Action Team Members

FROM: Michael A. Stegman *MAS*

SUBJECT: Action Team Meeting

I am calling a meeting of the members of the Promoting Intergovernmental Partnerships Action Team for Thursday, September 26 from 9:30 a.m. to 11:00 a.m. in Room 8202 in the HUD building.

The purpose of the meeting is to discuss the attached draft paper which contains preliminary recommendations of our Action Team. Please be advised that the paper is undergoing minor revisions. We hope to have the new version to you in advance of the meeting.

I hope to see you on Thursday. This meeting, and our review of the draft paper, will be an important part of the preparations for the Domestic Policy Council meeting on September 30.

Attachment

DRAFT #1 -- September 10, 1996

PROMOTING INTERGOVERNMENTAL PARTNERSHIPS PRELIMINARY RECOMMENDATIONS FOR FEDERAL ACTION

BACKGROUND

During the past two months, the Partnerships for Stronger Families' workgroup on Promoting Intergovernmental Partnerships has analyzed eight intergovernmental partnerships between the Clinton Administration and various states and localities. These partnerships have varied histories and goals but teach us very similar lessons about what it takes to make partnerships work. The eight considered were:

1. The Community Empowerment Board and its work with the Empowerment Zones and Enterprise Communities (EZ/EC) program.
2. The Oregon Option
3. Our MOU with Connecticut for its Neighborhood Revitalization Zones (NRZs) program
4. School-to-Work
5. Performance Partnership Grants
6. The Pacific Northwest Initiative
7. Project PACT
8. Federal Executive Boards (FEBs)

The following analysis is preliminary, and the progress of these partnerships will doubtless teach us more over time about how different levels of government can work together. However, our analysis yielded some useful lessons and recommendations that we hope will guide us as we look to to expand and improve our efforts.

LESSONS LEARNED AND RECOMMENDATIONS FOR CHANGE

1. **Federal management of interagency partnership initiatives requires an interagency oversight structure, with high-level oversight and centralized management.**

The Oregon Option's success on the federal level stems from the long-term commitment of individuals in agencies who are empowered to make change. The Community Empowerment Board's effectiveness is increased immeasurably by the Vice President's involvement, which reinforces the importance of all member agencies' ongoing commitments to the EZ/EC program. The Pacific Northwest Initiative got its initial energy from the President and Vice President's visit to the region. Where partnerships have been managed by one lead agency, such as DOJ's management of Project PACT, it is difficult to sustain commitment and participation of other agencies.

Recommendation: The federal management of these partnership initiatives should be the responsibility of a White House-based interagency structure, such as the CEB or DPC. ✓

2. Partnership efforts require adequate administrative support

Resources to support the implementation of the partnership are essential. Existing federal efforts have been maintained without special funding allocations for administrative costs; staff salaries and overhead have been financed by agencies. These resource limitations have constrained the ability of existing interagency boards, like the CEB, to fulfill their stated mission. It is apparent that intergovernmental partnerships could do so much more to realize their potential if they were independently financed. Policy makers often view the staffing and funding of an initiative as a detail to be worked out later, but promising ideas can fail if those carrying them out are forced to beg and plead for resources and support. *more to end*

Recommendation: The interagency management of intergovernmental partnerships requires its own budget, staff, and administrative support in order to properly respond to communities' needs. ✓

3. Promises of flexibility should not exceed what is legally possible

Current partnerships have found it very difficult to fulfill their commitment to local flexibility and barrier removal because of the shortage of statutory waiver authority, stringent audit requirements, and lack of support in agencies. In addition, community partners often lack sophistication about existing federal or state waiver authority and about real or perceived barriers, further slowing the process as their requests are clarified. Barrier removal efforts have been most successful in initiatives like the Oregon Option, where (1) the state and local partners had a clear idea of what they needed, (2) involved federal agencies had adopted a "get-to-yes" attitude, and (3) the scope of barrier removal requests was limited enough to be manageable. Barrier removal efforts have suffered when, like in the EZ/EC process, there was a lack of specificity given to communities at the front end.

Recommendations:

- o The Administration should continue to support legislative expansion of waiver authority and local flexibility.
- o Communities, states and local governments need clearer information about the flexibility and waiver opportunities that do exist.
- o High level reinforcement of the need to adopt friendlier policies towards local flexibility and innovation is required to
- o Promises of flexibility should not exceed capacity to grant it.

4. The cross-agency "single point of contact" is an exciting concept but difficult to implement

The federal initiatives examined have provided a variety of ways to facilitate contact for

partners with the federal government. While the notion of a community having a single point of contact with the federal government is attractive, it is unclear how a single staff person can be expected to have the authority and breadth of knowledge to serve as an all-purpose federal representative, truly responsive to community needs. In addition, we have not brought communities into the policy development process to explore what kind of liaison would work best for them. Some of our efforts, like EZ/EC, have tried several different liaison models, causing frustration on the part of some local leaders.

Recommendation: The federal interagency management structure, with input from state and local partners, should develop a on-site "community ombudsman" structure to provide partner communities with a one-stop resource for federal assistance (this could be an individual or an interagency board). This "single point of contact" staff person should not be affiliated with one agency, but would represent the interagency manager of the partnership.

? e.g.
CEB or DC
person
based in
CT?

5. Regional offices have a logical role in implementing partnerships, but the lack of a consistent government-wide policy on regions makes it difficult

Twenty years of government centralization have resulted in regional offices with few staff resources and little program authority. Downsizing during the past four years has continued this trend. Some agencies have discussed abandoning a regional structure, and others have considered (and implemented) radical realignments of their regional and field offices. We tend to forget these inconsistencies when we turn to regional offices to making intergovernmental partnerships work. When region-based interagency partnerships are successful, it is because of the energy and dedication of the regional staff who run them, and (most importantly) because their bosses in Washington actively support the effort and have agreed to devolve some decision-making authority to the regions. The more successful FEB efforts are a good example of this. Even when regional involvement works, many regional offices often lack the program authority to solve the bulk of community issues, and localities must once again turn to Washington for help.

Recommendation: Partnerships must be entered into with a clear sense of the federal regional role; regions should be involved whenever possible, and can serve as the lead federal representative if programmatically practical. If regions have leadership in agency partnerships, they must be given the resources -- and the active support -- of Washington.

6. Most federal intergovernmental partnership efforts lack an institutionalized way to track results or evaluate success

In absence of internal mechanisms, some of the models studied have used their federal interagency frameworks as an ad hoc "enforcer." The CEB is one example of this. The system is not ideal, and with the advent of performance-based budgeting as required by the Government Performance and Results Act, all agencies will have to find a better, more formalized way to quantify their contributions to these intergovernmental partnerships.

Recommendation: Tracking and accountability mechanisms must be in place at the beginning of any intergovernmental partnership. >

7. Successful partnerships need unified, broadly representative local governance and cooperative states.

Local efforts are most effective when there is a strong, single governmental body which represents all the local interests involved in the partnership. Project PACT's varying experiences across different sites is a testament to this, as is the EZ/EC governance board model. Where local leaders are bought in and unified, successful partnerships result. Similarly, state buy-in is a crucial component of any intergovernmental partnership, regardless of whether the state is a primary partner or not. So many programmatic and flexibility decisions rest with states; they must be informed and willing participants in any partnership effort.

Recommendation: Partnerships should only be entered into if the state and local partners have a clear sense of the goals they want to achieve and have an infrastructure in place to implement these goals. Federal partners can assist communities interested in entering into partnerships by developing clear guidelines and "best practice" suggestions about how to build community capacity and a self-sustaining governance structure to manage an intergovernmental partnership.

NEXT STEPS

These lessons teach us that, if the federal government is to continue to offer partnerships to states and localities, we must (1) give communities a clear set of criteria needed from them on the front end before entering the partnership, and (2) get our own (federal) house in order so that we may fulfill our promise of a more responsive and "reinvented" federal-local partnership.

Assuming consensus on the lessons learned and recommendations of this preliminary document, we intend to gather key decisionmakers from the White House and from agencies to put together a proposal for making these suggestions a reality.



U. S. Department of Housing and Urban Development
Washington, D. C. 20410-6000

October 15, 1996

ASSISTANT SECRETARY FOR
POLICY DEVELOPMENT AND RESEARCH

MEMORANDUM FOR: Action Team Members

FROM: Michael A. Stegman *MA*

SUBJECT: Revised Paper

At our meeting on September 26, we had a very good discussion of the draft paper on Promoting Intergovernmental Partnerships. Thank you for your participation. Based on the discussion, the paper has been revised, and I am forwarding it for your further review. Please provide any comments to me or Jeremy Ben-Ami.

The meeting of the Domestic Policy Council scheduled on September 30 to review our paper and those of the other Action Teams was postponed to mid-November. I will keep you informed on these and other matters pertinent to our Action Team.

Attachment

FROM : IEL

PHONE NO. :

Oct. 10 1996 06:41PM P2

REVISED: October 7, 1996

PROMOTING INTERGOVERNMENTAL PARTNERSHIPS IMPLICATIONS FOR FEDERAL ACTION

BACKGROUND

During the past two months, the Partnerships for Stronger Families' action team on Promoting Intergovernmental Partnerships has analyzed eight intergovernmental partnerships between the Clinton Administration and various states and localities. These partnerships have varied histories and goals but teach us very similar lessons about what it takes to make partnerships work. The eight considered were:

1. The Community Empowerment Board and its work with the Empowerment Zones and Enterprise Communities (EZ/EC) program
2. The Oregon Option
3. Our MOU with Connecticut for its Neighborhood Revitalization Zones (NRZs)
4. School-to-Work
5. Performance Partnership programs
6. The Pacific Northwest Initiative
7. Project PACT
8. Federal Executive Boards (FEBs)

The following analysis is preliminary, and the progress of these partnerships will doubtless teach us more over time about how different levels of government can work together. However, our analysis yielded some useful lessons and implications for change to guide us as we look to expand and improve our efforts.

LESSONS LEARNED AND IMPLICATIONS FOR CHANGE

1. **Federal management of interagency partnership initiatives requires high-level ongoing involvement with centralized oversight and support.**

The Oregon Option's success on the federal level stems from the long-term commitment of individuals in agencies who are empowered to make change. The Community Empowerment Board's effectiveness is increased immeasurably by the Vice President's involvement, which reinforces the importance of all member agencies' ongoing commitments to the EZ/EC program. The Pacific Northwest Initiative got its initial energy from the President and Vice President's visit to the region. Where partnerships have been managed by one lead agency, such as DOJ's management of Project PACT, it is difficult to sustain commitment and participation from other agencies.

Implications for change: The federal management of these partnership initiatives should provide leadership and top-level involvement through a White House-based interagency structure.

FROM : IEL

PHONE NO. :

Oct. 10 1996 06:41PM P3

2. Partnership efforts require adequate administrative support.

Resources are essential to the implementation of partnerships. Existing federal efforts have been maintained without special funding allocations for administrative costs. In some cases, staff salaries and overhead have been financed by agencies. These resource limitations have constrained the activities of existing interagency boards. It is apparent that intergovernmental partnerships could do so much more to realize their potential and carry out the Administration's vision of a reinvented federal-local relationship if they were more thoroughly financed and supported. Policy makers often view the staffing and funding of an initiative as a detail to be worked out later, but promising ideas can falter if those carrying them out lack resources and support to fulfill their mission.

Implications for change: To be effective, the management of intergovernmental partnerships requires budget, staff, and administrative resources sufficient to support communities' efforts and provide ongoing development of local capacity.

3. Promises of flexibility should not exceed what is legally possible.

Current partnerships have found it very difficult to fulfill their commitment to local flexibility and barrier removal because of the shortage of statutory waiver authority, stringent audit requirements, and lack of support for change within agencies. In addition, community partners often lack sophistication about existing federal or state waiver authority and about real or perceived barriers, further slowing the process as their requests are clarified. Barrier removal efforts have been most successful in initiatives like the Oregon Option, where

- . the state and local partners had a clear idea of what they needed
- . involved federal agencies had adopted a "get-to-yes" attitude, and
- . the scope of barrier removal requests was limited enough to be manageable.

Barrier removal efforts have suffered when, as in the EZ/EC process, there was a lack of specificity given to communities at the front end.

Implications for change: The federal government's promises of flexibility should not exceed its capacity to grant it. The administration should continue to support legislative expansion of waiver authority and local flexibility, and to provide communities as well as state and local governments with clearer information about the flexibility and waiver opportunities that do exist. At the same time, there is a need to change the culture within agencies to adopt friendlier policies towards local flexibility and innovation. High level support is essential to initiate and sustain this culture change, especially in its earliest stages. High level oversight is also essential if we are to learn from these partnerships and translate the learning into policy.

FROM : IEL

PHONE NO. :

Oct. 10 1996 06:42PM P4

4. The assignment of staff from one agency as a "single point of contact" for the federal government is an exciting concept but is difficult to implement.

The federal initiatives examined have provided a variety of ways to facilitate contact for partners with the federal government. While the notion of a community having a single point of contact with the federal government is attractive, it is difficult for a staff person from a single agency to be expected to have the authority and breadth of knowledge to serve as an all-purpose federal representative, truly responsive to community needs. In addition, we have not brought communities into the policy development process to explore what kind of liaison would work best for them. Some of our efforts, like EZ/EC, have attempted to implement several different liaison models, causing frustration on the part of local leaders.

Successful partnerships require that communities and states have access to federal agencies with a commitment to resolve problems, eliminate barriers, and develop mutually acceptable solutions. This role "on the ground" in partner communities and states requires an empowered advocate with knowledge of federal agencies and departments and clear lines of communication with decisionmakers.

Most federal regional offices have few staff resources and little program authority. We tend to forget these limitations and the inconsistent roles of regional offices across federal departments when we turn to regional offices to make intergovernmental partnerships work. When region-based interagency partnerships are successful, it is because of the energy and dedication of the regional staff who run them, and (most importantly) because their bosses in Washington actively support the effort and have agreed to devolve some decision-making authority to the regions. The more successful FEB efforts are a good example of this. Even when regional involvement works, regional offices often lack the program authority to solve the bulk of community issues, and localities must once again turn to Washington for help.

Implications for change: The federal interagency management structure, with input from state and local partners, should work with its state and local partners at the outset of each new intergovernmental partnership to decide how best to provide partner communities with a one-stop resource for federal assistance. If the model chosen is a "single point of contact" staff person, they should not be affiliated with one agency, but represent the interagency manager of the partnership. Whether represented by an interagency board or an individual, whether on-site or not, this "community advocate" would work with states and communities to develop partnerships around specific needs defined by the partners. When necessary, the "community advocate" plugs community leaders into the right agency program contacts. Information about the experiences of the communities, and their needs from the federal government, should be used to inform systemic change at the federal level.

Partnerships must be entered into with a clear sense of the federal regional role; regional staff should be involved whenever possible, and can serve as the lead federal representative if programmatically practical. If regions have leadership in agency partnerships, they must be given the resources - and active support - from Washington.

FROM : IEL

PHONE NO. :

Oct. 10 1996 06:43PM P5

5. Most federal intergovernmental partnership efforts lack an institutionalized way to track results or evaluate success.

In absence of internal mechanisms, some of the models studied have used their federal interagency frameworks as an ad hoc "enforcer." The CEB is one example of this. The system is not ideal, and with the advent of performance-based budgeting as required by the Government Performance and Results Act, all agencies will have to find a better, more formalized way to quantify their contributions to these intergovernmental partnerships. A centralized partnership structure can help provide peer-to-peer support and an exchange of ideas for successful implementation.

Implications for change: Tracking and accountability mechanisms must be in place at the beginning of any intergovernmental partnership and must be owned and supported at all levels.

6. Successful partnerships need unified, broadly representative local governance and cooperative state governments.

Local efforts are most effective when there is a strong, single governmental body which represents all the local interests involved in the partnership. Project PACT's varying experiences across multiple sites testify to this need, as does the EZ/EC governance board model. When local leaders are invested and unified, successful partnerships are the result. Similarly, state buy-in is crucial to any intergovernmental partnership, regardless of whether or not the state is a primary partner. Because many programmatic and flexibility decisions rest with states, they must be informed and willing participants in any partnership effort.

Implications for change: Partnerships should only be entered into if state and local partners have a clear sense of the goals they want to achieve and have an infrastructure in place to implement these goals. Federal partners can assist communities interested in entering into partnerships by developing clear guidelines and "best practice" suggestions about how to build community capacity and a self-sustaining governance structure to manage an intergovernmental partnership.

NEXT STEPS

If the federal government is to continue to offer partnerships to states and localities, we must:

(1) give communities a clear set of criteria needed from them before entering into the partnership, and

(2) get our own (federal) house in order so that we may fulfill our promise of more responsive and "reinvented" federal-local partnership.

FROM : IEL

PHONE NO. :

Oct. 10 1996 06:44PM P6

If there is consensus on the lessons learned and recommendations of this preliminary document and if there is agreement that action on this issue should be a continued priority of the Administration, we intend to gather key decisionmakers from the White House and from agencies to develop options for making these suggestions a reality.

July 8, 1996

Partnerships for Stronger Families
Action Team: Promoting Intergovernmental Partnerships

Work Plan

TOPIC I: Connecticut Memorandum of Understanding (CT/MOU) as a Laboratory

Goals:

- o Use the resources of the Action Team to help make the CT/MOU a success. Specifically, to bring the resources of agencies other than HUD and EPA to support the effort of the Connecticut Neighborhood Revitalization Zones (NRZ's)
- o Assess the strengths, weaknesses, and lessons to be learned from the CT/MOU

Work Plan:

- o DPC to issue memorandum to heads of relevant Federal agencies supporting CT/MOU and designating it as a laboratory for Partnership. Target date: July 9.
- o DPC to lead a field visit to Connecticut of relevant Federal agency representatives to explain the purpose of the CT/MOU and to discuss agency coordinating procedures and issues. Target date: Mid-August.
- o Use Action Team as a forum for discussion and resolution of issues arising from implementation of CT/MOU. Target date: ongoing.
- o Prepare report on CT/MOU lessons. Target date: September 20.

TOPIC II: Framework for Intergovernmental Partnership
Agreements for Federal Programs for Children
and Families

Goals:

- o Assess models for best practices:
 - * CT/MOU
 - * Oregon Option
 - * Community Empowerment Boards
 - * Federal Executive Boards
 - * Performance Partnerships
 - * Northwest Initiative
 - * Other
- o Develop a model partnership framework for children and family programs

Work Plan:

- o Assign papers on strengths and weaknesses of each of the identified models. Target date for completion: July 31.
- o Prepare "maps" of Federal field contacts for children and family programs in selected localities. Target date: July 19.
- o Create a sub-group on model partnership framework
 - * Define subject matter focus
 - * Identify Federal participants and clients
 - * Develop model for Federal agency participation and coordination and prepare information package for October Conference. Target date: September 6.
- o Discuss proposed framework with representatives of States or localities to gain feedback. Target date: September 20.

Meeting Summary

Chaired by HUD Assistant Secretary Michael A. Stegman, the first meeting of the Single Point of Contact (SPOC) Action Team, a sub-group of the Partnership for Stronger Families, was held on May 22, 1996 at the HUD building. An attendance list is attached.

Stegman welcomed the group and stated that the objectives of the Action Team are to make the sure the Connecticut MOU CT/MOU is working as well as possible, and to draw on the CT/MOU experience to tailor a model MOU embodying the SPOC concept to the subject matter of the Partnership, namely children and family assistance programs. Perhaps a State can be identified to put such a model MOU into practice.

Jeremy Ben-Ami, DPC, addressed the role of this Action Team in relation to the Partnership. He urged the group to focus on both short term and long term objectives with respect to formulating coordinating mechanisms for the Federal agencies and improving customer service to clients.

Ray Jordan, HUD Connecticut Coordinator, briefed the group on the CT/MOU, its focus on neighborhood revitalization zones (NRZ) its current status. He described some of the issues which have arisen such as the State coming between HUD and the mayors, and the lack of notice about the CT/MOU to other relevant Federal agencies serving Connecticut.

Preston Lee, HUD, further discussed the CT/MOU from the viewpoint of HUD Headquarters, and elaborated on the issues raised by Jordan.

Judi Gold, NPR, stressed the importance of the CT/MOU and urged everyone to remain very positive about its potential.

Victor Vazquez, USDA, asked whether the Federal agencies, knowing the local plans, could initiate actions, such as waivers, without waiting for requests from the State. Jordan pointed out that by Connecticut statute the NRZ program requires local governments to come through the State first.

Stegman observed that any effort which promises measurable results will take time to get started, so we should be patient with the CT/MOU process.

Susan Valaskovic, NPR, spoke about the possible role of Federal Executive Boards (FEBs) as a coordinating mechanism in the context of the Action Team objectives. Paula Bridgham, OPM, explained the current FEB structure and their typical modus operandi.

Dave Garrison, HHS, mentioned the Oregon Option as a possible model. He stated his opinion that both the FEB and the CT/MOU models are somewhat limited for the purposes of the Action Team.

Margaret Pugh, Office of the Vice President, mentioned the local Community Empowerment Boards, created to help implement the Empowerment Zone/Enterprise Community program, as an additional model to consider.

Barbara Dyer, at large, further discussed the Oregon Option and pointed out some differences from the MOU model, for instance, that the Oregon approach involves no Federal SPOC.

Gold emphasized that the SPOC in any model should be seen as a convener and expeditor, not a problem solver. She also stated that to be effective, the Federal agency of the SPOC should not be too prominent, otherwise there will be jealousies and turf conflicts with other agencies.

Stegman brought the attention of the group back to the need to develop a work plan, and suggested the idea of finding a State which would be willing to develop an operational MOU geared to children and family assistance. Most others present thought that it would be better to focus on developing a model MOU that would have broader applicability.

Possible work plan activities mentioned for the Action Team were: 1) develop a model SPOC position description; 2) develop a compendium of SPOC/MOU best practices; 3) organize a visit of the DPC to Connecticut to meet with all relevant Federal agencies to underscore the importance of the CT/MOU; 4) develop a model Federal agency coordination agreement; and 5) develop a model SPOC/MOU for Federal children and family assistance activities. At the meeting's end there was no clear consensus on choices among these options.

Stegman noted that he would be out of the country for the next three weeks, but that Larry Thompson, his General Deputy, would be responsible for working with the Action Team during his absence.

PARTNERSHIPS FOR STRONGER FAMILIES

Single Point of Contact

NAME	AGENCY	PHONE NUMBER	FAX NUMBER
DANIEL R. FASCIONE	DHHS/ACF/REG. III/PHILA.	(215) 596-4367 596-4367	(215) 596-4437
Linda M. Deemeke	DHHS/ACF/OESE	(202) 401-5439	(202) 401-5559
PAUL L. BRIDGHAM	OPM / FEBS	(202) 606-1251	(202) 606-3350
VICTOR VASQUEZ	USDA/OCD/EZ/EC	(202) 619-7980	(202) 401-7420
Helaine M. Jeffers	NCFM MB	(410) 786-5648	(410) 786-3252
Evelyn Gold	CEB/NPR	202 632-0150 x126	202 632-0370
PRESTON LEE	HUD a/c Deputy Secretary	(202) 308-2161	(202) 208-4087
RAYMOND JORDAN	HUD Comm Coordinator	203-740-9523	203-740-4674
LARRY THOMPSON	HUD PD&R	202 202-708-1600	202-619-8000
Denise Thomas	USDA / FCS	(703) 305-2133	(703) 305-2576
Barry Smith	Dept ED	202-401-0414	202-401-8607
Dawn Johnson	NPR	202-642-0150	202-632-0391
Patricia Dyer		202 546-9712	202 544-0466

PARTNERSHIPS FOR STRONGER FAMILIES

Single Point of Contact

NAME	AGENCY	PHONE NUMBER	FAX NUMBER
Beggie Robinson	DOJ (OSP)	307-5933	514-7805
David Garrison	HHS	202-690-6891	690-5672
Steve Redburn	OMB	202-395-6932	395-1307
Angela Duran	HHS	202-690-5883	690-7383
FRED GARCIA	DOJ	514 1563	514 7805
Molly Brostrom	DPC/White House	456-5561	456-7028
Jeremy Ben-Ami	DPC/White House	456-5581	456-7028
Margaret Ryan	CEP/VP's office	456-9039	456-9054

PARTNERSHIPS FOR STRONGER FAMILIES

Single Point of Contact

NAME	AGENCY	PHONE NUMBER	FAX NUMBER
Aaron, James	DOL -- Employment & Training Programs	202-219-5580	202-219-7190
Ben-Ami, Jeremy	Community Empowerment Board	202-456-5584	202-456-7028 ✓
Bridgham, Paula	OPM Coordinates/Federal Executive Board	202-606-1251	202-606-3350 ✓
Brostrom, Molly	Domestic Policy Council	202-456-5561	202-456-7028 ✓
Cashin, Sheryl	Community Empowerment Board	202-456-5369	(202) 456-9054
Deimeke, Linda for Ann Donovan		202-401-5439	202-401-5439 ✓
Donahue, Agnes	HHS -- Office of Intergovernmental	202-205-1830	
Donovan, Ann	ARF -- Office of Child Support Enforcement	202-401-9360	202-401-5559
Duran, Angela	HHS -- ASPE	202-690-5883	202-690-7383 ✓
Dyer, Barbara		202-456-9712	202-544-0466
Fascione, Daniel	HHS -- ACF/Region III (Philadelphia)	212-596-4367	215-596-4437 ✓
Garcia, Fred	DOJ -- OJP	202-514-1563	202-514-7805 ✓
Garrison, David	HHS --	202-690-6891	202-690-5672 ✓
Glaser, Howard	HUD -- Community Planning & Development	202-708-1606	202-708-3336
Godwin, Beverly	NPR	202-632-0374	
Gold, Judi	NPR	202-632-0150	202-632-0390 ✓
Jeffers, Helaine	HHS -- HCFA	410-786-5648	202-786-3252 ✓
Jehl, Jeanne	DOEd -- OESE	202-260-1854	
Jordan, Ray	HUD -- Connecticut State Office	203-240-4523	203-240-4674 ✓
Lambert, Gilda	HHS -- ACF	202-205-8347	
Lee, Preston	HUD -- Office of the Deputy Secretary	202-708-3161	202-708-4087 ✓
Leonard, Paul	HUD -- Office of Policy Development	202-708-3896	
Meredith, Katherine	OMB -- Ofg. Mgmt & Budget	202-395-4988	(202) 395-1307
Pugh, Margaret	OVP -- Community Empowerment Board	202-456-9039	202-456-9054 ✓
Redburn, Steve	OMB	202-395-4610	(202) 395-1307
Robinson, Reggie	DOJ -- OJP	202-307-5933	202-514-7805 ✓
Smith, Henry	DOEd -- OILA	202-401-0414	202-401-8607
Steffy, Marion	HHS -- ACF/Region V (Chicago)	312-353-4237	(312) 353-2204
*Stegman, Michael	HUD -- Policy Development & Research	202-708-1600	202-619-8000
Thomas, Denise	USDA -- Office of Analysis	202-305-2118	703-305-2576 ✓
Thompson, Lawrence	HUD -- Policy Development & Research	202-708-1600	202-619-8000
Valaskovic, Susan	NPR	202-632-0150	202-632-0390 ✓
Vasquez, Victor	USDA	202-619-0289	202-401-7420 ✓

* = Team Chair

May 22, 1996 5:44pm

NO. 146 P006

05/28/96 11:22

6/10

CT Conf Call

Dennis King
Bruce Carlson
Ray Jordan

, HUD

Purpose of Action Team

1. to help CT move

2. to learn/use as model

4 cities - each in diff step; city lgs have all approved -

Watbury → 1st attempt - not good

planning

← Bridgeport: diff process =

City Office of Planning + Develpt

Stamford → plan put together for state revitaliz - non

city county input

New Britain → pol pros in pol. structure

Fullst along (New Haven - fullst along

Williamsville - prog mayor - 2 revitaliz zone

Statute → process

CT welfare reform - after 21 mos → off AFDC = sig't impact
on communities (publ. seg....)

1st Hartford

Focus on B'port → 20-25 mins

New Haven - EC council - l'ship of 6 R'heads

12-14 → Yale Sch of Archi
comp for us

CT Agenda

outgoing arrangements

? which countries:

- only those w/ plans?

1. Mtg - Overview for Days
 - Turkish philosophies of helping or moving...

- contact names for Dmitri/Kirsten background info

- which city is best as hdqtr?

2. Out to Communities

- 1st w/ "Board" / Central Planners

Who are the community planners?

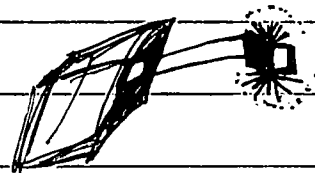
- can community participants come during the day?

Bring back together?

Emphasize w/ Bruce + for Dennis

- purely wkg / off-the-record / not-for-show

- no press; no Govt inquiries



**Partnerships for Stronger Families
Single Point of Contact Action Team**

Additional Thoughts Relayed After 5/22 SPOC Meeting:

Francis S. Redburn
Office of Mgmt and Budget, HTF

My apologies to the chair for leaving your meeting early yesterday for another (on HUD appropriations). If I had spoken before I left, I might have offered something along the following lines:

Abstracting from the concrete examples that were discussed of efforts to coordinate contacts with the Federal government, it may be helpful to consider alternative models for the singlepointofcontact role. In stylized terms, these could be reduced to two: a strong and a weak model.

The weak model -- All of the examples offered fall close to this model, in which the single point of contact acts as a convenor, has a peer relationship (at best) with other Federal agents, has moderate skills and status, and operates in a collegial fashion. Interagency collaboration is pursued largely by informal means, tactically, to deal with problems as they arise. The substantive focus of the coordinator role is fairly diffuse. The agenda tends to be set reactively as problems are raised by state or local people. No special funding. No authority to reward or sanction.

The strong model -- Charged with a clear mission (to maximize use of Federal and other resources to promote stronger families) to which the Administration has assigned high priority. Given carefully specified authority to intervene and enforce interagency collaboration. High status and samurai-like skills as a bureaucratic professional. Backed up by a formal charter prenegotiated among Federal agencies and with White House endorsement; ability to turn to WH or CEB for support on major issues. A strategic approach to the work, including attacking barriers to effective implementation of major cross-cutting Administration initiatives in a particular community and a proactive approach to identifying major local issues, bringing key actors (not limited by the way to governments) to the table, and helping them shape a local strategy and plan of action. Part of a well-organized Federal effort to replicate successful local strategies in communities across the country. Access to resources to encourage and reward collaboration across agencies (not limited to Federal agencies) and jurisdictional boundaries.

A hypothesis: Not much will change unless SPOC role has most features of the strong model as sketched above.

Sorry I wasn't able to make my contribution at the meeting in order to get some immediate reaction.

David Garrison, HHS

Your juxtaposition of two approaches to the SPOC model is helpful in framing the discussion. I have some suggestions for the fleshing out of the "debate".

First, I think you sell short the "weak" model, as you call it. I would instead title it the collaborative model (and perhaps the second one as the command and control model). At the heart of the tradeoffs between these two approaches (and hybrid combos of the two in the middle) is the extent to which one's objective is long-term structural change versus creative coping coupled some significant cultural change. Because I have serious doubts about the commitment in this town to long-term structural change (I include the Congress in this sweeping generalization), I tend to be inclined toward coping strategies that rely more on playing to the better natures of key bureaucratic actors combined with hightoned jawboning from fancy, reinvention-oriented politicians.

Also, think a bit about the nature of the problem we are supposedly addressing here. It's not unlike the problem we think we are dealing with in the Local Flex effort. The problem is not, it seems to me, how to get City X an appeal option above the HUD Secretary when HUD says no to something. Instead, we are postulating that communities desire to approach their problems holistically in ways that criss-cross through our Federal stovepipes. We are thus looking for effective ways (achievable in our lifetimes!) to bring the Fed as a "single" forced to the table to facilitate our role in making these local strategies work. It is the coordination and blending of the Federal response that is our target.

If we are serious about such an effort (with or with a new Local Flex law), and we have, say, fifty of these "partnerships" active underway at any one time, what would the impact be on the various participating agencies? Would the command-and-control approach work best in such a situation? Would we not run the risk of having agencies forced to put aside their "normal" business in order to handle the higher priority demands for decisions from the White House? If we improve our Federal response to some local activity at the expense of other, more routine Federal business, are we really better off?

I don't claim that the collaborative model solves this dilemma I pose. But I do suggest that the command-and-control approach would exacerbate the natural tensions between the agencies and the WH and among the agencies themselves, and that the collaborative model at least seeks buy-in from the key participants at the get-go.

I look forward to more discussions of this central issue. In my view, this debate encompasses the core value we need to hash out if we are to be successful with either the SPOC or Local Flex ideas.

Steve Redburn, OMB

I agree that there are potential problems of resistance generated by a command-and-control model. Without getting into a full-blown debate now, let me just emphasize that the "strength" of this someone acting in this role would not only derive from formal authority, as Dave's retitling suggests, but also from his or her status as a person speaking for the Administration's priorities and not just for one agency's interests and from the skills and resources that the person could bring to bear. Facilitation and collaboration are part of the strong as well as the weak model of SPOC.

In any case, I'm glad to be joining the discussion.

EXECUTIVE OFFICE OF THE PRESIDENT

23-May-1996 10:34am

TO: REDBURN_F
FROM: DGarriso
CC: Michael A. Stegman
CC: benami_j
CC: brostrom_m
SUBJECT: Re: SPOC - Partnerships for Stronger Families

Your juxtaposition of two approaches to the SPOC model is helpful in framing the discussion. I have some suggestions for the fleshing out of the "debate".

First, I think you sell short the "weak" model, as you call it. I would instead title it the collaborative model (and perhaps the second one as the command and control model). At the heart of the tradeoffs between these two approaches (and hybrid combos of the two in the middle) is the extent to which one's objective is long-term structural change versus creative coping coupled some significant cultural change. Because I have serious doubts about the commitment in this town to long-term structural change (I include the Congress in this sweeping generalization), I tend to be inclined toward coping strategies that rely more on playing to the better natures of key bureaucratic actors combined with hightoned jawboning from fancy, reinvention-oriented politicians.

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If we are serious about such an effort (with or with a new Local Flex law), and we have, say, fifty of these "partnerships" active underway at any one time, what would the impact be on the various participating agencies? Would the command-and-control approach work best in such a situation? Would we not run the risk of having agencies forced to put aside their "normal" business in order to handle the higher priority demands for decisions from the White House? If we improve our Federal response to some local activity at the expense of other, more routine Federal business, are we really better off?

but isn't the other what the agency's work is all about?

I don't claim that the collaborative model solves this dilemma I pose. But I do suggest that the command-and-control approach would exacerbate the natural tensions between the agencies and the WH and among the agencies themselves, and that the collaborative model at least seeks buy-in from the key participants at the get-go.

I look forward to more discussions of this central issue. In my view, this debate encompasses the core value we need to hash out if we are to be successful with either the SPOC or Local Flex ideas.

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

23-May-1996 12:54pm

TO: DGarriso

FROM: Francis S. Redburn
 Office of Mgmt and Budget, HTF

CC: Michael A. Stegman
CC: benami_j
CC: brostrom_m

SUBJECT: Re: SPOC - Partnerships for Stronger Families

Thanks, Jeremy and Dave, for the reactions to my earlier e-mail. Garrison makes the case as eloquently as anyone can for the weak (I mean "collaborative") model.

I agree that there are potential problems of resistance generated by a command-and-control model. Without getting into a full-blown debate now, let me just emphasize that the "strength" of this someone acting in this role would not only derive from formal authority, as Dave's retitling suggests, but also from his or her status as a person speaking for the Administration's priorities and not just for one agency's interests and from the skills and resources that the person could bring to bear. Facilitation and collaboration are part of the strong as well as the weak model of SPOC.

In any case, I'm glad to be joining the discussion.

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

23-May-1996 10:09am

TO: Francis S. Redburn

FROM: Jeremy D. Benami
 Domestic Policy Council

CC: Michael A. Stegman@HUD.GOV@INET
CC: Molly Brostrom
CC: DGarriso@os.dhhs.gov@INET
CC: Katherine L. Meredith

SUBJECT: RE: SPOC - Partnerships for Stronger Families

I think Steve has laid out some interesting initial elements of a framework for looking at this issue. There's obviously a spectrum of possible strength for the role running from strong to weak, and a range of elements to the strength: source of authority, availability of resources, degree of WH/Washington commitment and support, etc.

Michael: Maybe a short paper on the possible models, the pros and the cons of each, and proposals on how to test the models might be an appropriate pre-September product for your group?

Also: I have asked Molly to work with Larry and Ray Jordan to get a letter from Carol to the Secretaries out ASAP. I think the letter should ask for specific contacts (1 or more than one as appropriate) from each of the agencies - and should indicate that a group of us from Washington would like to come to Ct to meet with the feds and with the state and local folks as appropriate. Getting the letter out, having the meeting, and charting an appropriate short term course for interaction with the NRZ's would be an another good product by September.

5/22

SPOC Action Team

- what is all this for?

Ray:

- agencies never told of apt
- Mayors felt left of
- s' what would be revitaliz zones not yet set
- to get involved, Mayor must commit resources - establish plan

part where W.C. fills -
→ group on ground
convened
→ who's
+ contracts

B' put → EC

discuss
w/ Bev

July hold → 1 contract as serv
NPR → couple ppl to
renew HVR

7

Paula Greene

- Federal Exec Bonds → mini chambers of commerce
- Paula, DPM for fed / govt
- example of coord.
- Boston → Fred Dunge

Oregon

- began @ local / county level
- approp upper level Cabinet, WH → strategy / policy
- set expectations
- cluster gps → do work → weekly conf. calls
- + regional office

Casey Found.

NW Initiative

- make sure all agencies have seen rep
e.g. DOT doesn't

of Htr

- think of as model

Potential

Build dec-making process

Gather models

Not job description, but some
clarity / principles at what model offers
- rewrite CCMOV for ourselves
blm agencies

goal: expediting processes

Alan Rivlin, HHS - focus group around letter
- to ensure buy-in

Mtg - not just Reg'l Divs

Deliverables → P'ship mtg in Boston

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

23-May-1996 09:43am

TO: Michael A. Stegman@HUD.GOV@INET
TO: Jeremy D. Benami
TO: Molly Brostrom
TO: DGarriso@os.dhhs.gov@INET

FROM: Francis S. Redburn
Office of Mgmt and Budget, HTF

CC: Katherine L. Meredith

SUBJECT: SPOC - Partnerships for Stronger Families

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Partnerships for Stronger Families
Preliminary List of Action Teams
(as of 04/30/96)

* = Team Chair

Building Capacity: Technical Assistance

Reggie Robinson*	Department of Justice	(202) 307-5933
Jim Kohlmoos	DOEd -- OESE	(202) 401-0113
Ann Smith	DOEd -- Office of Special Education and Rehabilitative Services	(202) 205-8888
Fred Garcia	DOJ -- OJP	
Emily Martin	DOJ -- OJJDP	(202) 514-1563
Tim Murray	DOJ -- BJA	(202) 307-5974
Cheryl Austein	HHS -- ASPE	(202) 690-6051
Jennifer Chang	HHS -- ACF	(202) 690-6241
Angela Duran	HHS -- ASPE	(202) 708-4151
Wilfred Hamm	HHS -- ACF	(202) 205-8671
Joyce Jackson	HHS -- HCFA	(410) 786-3257
Michelle Jefferson	HHS -- ACF	(202) 401-9374
Joan Lombardi	HHS -- ACF	(202) 401-6947
Audrey Nora	HHS -- Maternal and Child Health Bureau	(301) 443-2170
Susanne Stoiber	HHS -- ASPE	(202) 690-8774
Patty Morris	USDA--Special Nutrition Programs	(202) 305-2052
Amy Bennett	School to Work Office	(202) 401-6226
Beverly Godwin	National Performance Review	(202) 632-0374
Elaine Kamarck	National Performance Review	(202) 456-2816
Susan Valaskovic	National Performance Review	(202) 632-0150 x117
Betsy Julian	HUD -- Fair Housing and Equal Equal Opportunity	(202) 708-4151
Gaynor McCown	Domestic Policy Council	(202) 456-5575

National Indicators

Peter Edelman*	HHS -- ASPE	(202) 690-7858
Duane Alexander	HHS -- National Institutes of Health	(301) 496-3454
Angela Duran	HHS -- ASPE	(202) 690-8794
Claude Earl Fox	HHS -- Disease Prevention and Health Promotion	(202) 401-6295
Pam Johnson	HHS -- ACF	(202) 205-9843
Samuel "Woodie" Kessel	HHS -- Maternal and Child Health Bureau	(301) 443-2340
Joan Lombardi	HHS -- ACF	(202) 401-6947
Penny Maza	HHS -- ACF	(202) 205-8172

Joyce Pitts	HHS -- ACF	(202) 401-5374
Howard Rolston	HHS -- ACF	(202) 205-8370
Matt Stagner	HHS -- ASPE	(202) 690-5653
Suzanne Stoiber	HHS -- ASPE	(202) 690-8774
Kay Willmoth	HHS -- ACF/Region V (Chicago)	(312) 353-4439
Audrey Pendleton	DOEd -- OUS / PES	(202) 401-3630
Tom Snyder	DOEd -- OERI	(202) 219-1689
Laura Lippman	DOEd -- OERI	(202) 219-1928
Jay Hirschman	USDA -- Center for Nutritional Policy	(202) 208-2331
Barbara Allen-Hagan	DOJ -- OJJDP	(202) 307-1308
Mike Maltz	DOJ -- BJS	(202) 616-3502
Adrianna DeKanter	DOEd -- OUS - Evaluation	(202) 401-3132
Jeanne Griffith	National Center for Ed Statistics	(202) 219-1828
Edward Sondik	National Center for Health Statistics	(301) 436-7016
Nevzer Stacy	School to Work Office	(202) 401-3823
Anne Bookman	DOL	(202) 219-6611
Kathy Nelson	HUD -- Office of Policy Development	(202) 708-0544
Beverly Godwin	National Performance Review	(202) 632-0374
Hap Hadd	National Performance Review	(202) 632-0374 x124
Katherine Wallman	OMB	(202) 395-3093
Cynthia Tauber	Census Bureau	(301) 457-2479
Jeremy Ben-Ami	Domestic Policy Council	(202) 456-5584

Financing: Flexibility

John Monohan*	HHS -- Intergovernmental Affairs	(202) 690-6060
Ann Burek	HHS -- ACF	(202) 401-4528
Angela Duran	HHS -- ASPE	(202) 690-8794
Mary Knipmeyer	HHS -- Substance Abuse and Mental Health Services Administration	(301) 443-5184
Wendy Jacobson	HHS -- ACF	(202) 260-1853
Howard Rolston	HHS -- ACF	(202) 401-9220
Ann Segal	HHS -- ASPE	(202) 690-8410
Lynn Squire	HHS -- Maternal and Child Health Bureau	(301) 443-2778
David Walsh	HHS -- HCFA	(410) 786-6628
Hal Wolman	HHS -- ASPE	(202) 260-0454
Ta Zitans	HHS -- ASPE	(202) 690-7316
Howard Glaser	HUD	(202) 708-2690
Phil Rosenfelt	DOEd -- OGC	(202) 401-6084
Rich Rasa	DOEd -- IG	(202) 205-9640
Connie Garner	DOEd -- OSERS	(202) 205-8124
Paul Kendall	DOJ -- OGC	(202) 307-6235
Margaret Pugh	Office of the Vice President	(202) 456-9039
Judi Gold	National Performance Review	(202) 632-1182
Lisa Mallory	National Performance Review	(202) 632-0150 x147
Patsy Mathews	DOEd -- OUS - Budget	(202) 401-0318
Jon Breul	OMB	(202) 395-5670
Diana Fortuna	Domestic Policy Council	(202) 456-5570

Information Dissemination

Gerald Tirozzi*	DOEd -- OESE	(202) 401-0113
Michele Cavataio	DOEd -- Deputy's Office	(202) 401-1000
Jeanne Jehl	DOEd -- OESE	(202) 260-1854
Eileen Garry	DOJ -- OJJDP	(202) 307-6226
Sara Ingersoll	DOJ -- OJJDP	(202) 616-3650
Roy Blocher	DOJ -- OJJDP	(202) 616-3677
Catherine Doyle	DOJ -- OJJDP	(202) 514-9208
John Maynor	USDA -- OGA	(202) 305-2039
Patricia Campbell	HHS -- Maternal and Child Health Bureau	(301) 443-0185
Mary Jo Deering	HHS -- Office of Disease Prevention and Health Promotion	(202) 260-2652
Joe Gloystein	HHS -- ACF	(202) 401-6741
Michael Kharfen	HHS -- ACF	(202) 401-9215
Richard Silva	HHS -- ASPE	(202) 401-6660
Linda Thomas	HHS -- ACF	(202) 690-7885
Tom Wilmer	HHS -- HCFA	(410) 786-4647
John Huang	National Performance Review	(202) 632-0150 x174
Candy Kane	National Performance Review	(202) 632-0150 x123
Susan Valaskovic	National Performance Review	(202) 632-0150 x117
Bob Woods	GSA	(703) 285-1020
Jim Flysick	Treasury	(202) 622-1592
Kathy O'Leary	HUD -- Office of Research Utilization	(202) 708-0544
Mike Schmidt	Domestic Policy Council	(202) 456-5567

Single Point of Contact

Michael Stegman*	HUD -- Policy Development and Research	(202) 708-1600	Larry Thompson
Agnes Donahue	HHS -- Office of Intergovernmental	(202) 205-1830	
Angela Duran	HHS -- ASPE	(202) 690-8794	
X Dan Fascione	HHS -- ACF/Region III (Philadelphia)	(215) 596-4367	
Helaine Jeffers(?)	HHS -- HCFA	(410) 786-5648	
Gilda Lambert	HHS -- ACF	(202) 205-8347	
X Marion Steffy	HHS -- ACF/Region V (Chicago)	(312) 353-4237	
Fred Garcia	DOJ -- OJP	(202) 514-1563	
✓ Reggie Robinson	DOJ -- OJP	(202) 307-5933	
Denise Thomas	USDA -- Office of Analysis	(202) 305-2118	
Henry Smith	DOEd -- OIIA	(202) 401-0414	
Jeanne Jehl	DOEd -- OESE	(202) 260-1854	→ who's H. Smith? In
Steve Redburn	OMB	(202) 395-4610	
Molly Brostrom	Domestic Policy Council	(202) 456-5561	

✓ Ray Jordan

✓ Preston Lee

✓ Victor Vazquez?
or Norman Reed

? CPD - Howard Wise → 6-9039

✓ Margaret Pugh

In NPR - Susan Valaskovic

In POC - Amy Bennett 401-6226

6-90289 ✓ 710-1232