

PRELIMINARY DRAFT

July 2, 1969

with
revisions of July 3, 1969

STUDY PLAN -- THE SOCIAL AGENCIES

President's Advisory Council
on
Executive Organization

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THE SOCIAL AGENCIES -- WHAT ARE THEY?

The following agencies have social or welfare programs, broadly defined, of one sort or another (see attachment 1).

- . Office of Economic Opportunity
- . Department of Health, Education and Welfare
- . Department of Housing and Urban Development-
- . Department of Labor (Manpower Program)
- . Department of Agriculture (Food Stamp Program)
- . Department of Interior (Bureau of Indian Affairs)
- . Department of Commerce (Economic Development Administration)
- . Department of Transportation (Urban Mass Transportation)
- . Veterans Administration
- . Small Business Administration
- . Appalachian Regional Commission

But to take a less inclusive view, the Council will probably want to look -- at least in the first instance -- at OEO, HUD, HEW, Labor, Agriculture, and in a separate but related study, the Bureau of Indian Affairs.

WHY SHOULD WE STUDY THE SOCIAL AGENCIES?

Because they plainly fall within the Council's mission (see attachment 2).

It has become clear, both to critics and defenders of present social programs, that the legislative goals established by the Congress within the last decade are flatly inconsistent with the Federal organizational structure. These programs not only cut across agency lines, but demand as never in the past the closest and most ongoing collaboration with state and local governments. The Federal agencies run something like 400 grant programs which involve not only the states but in many cases the 5,000 cities and 3,000 counties of our nation.

must respond to human needs. For purposes of this paper, however, it will be assumed that the tensions and overlaps inherent in the federal-state-county-city relationships will do the pluralism job, and that the Council's thrust will be to improve program effectiveness through better organization.

THE COUNCIL'S TASK FORCE

The Council should establish a Task Force on Social Agencies, headed by a Council member, and supported by two senior staff people. With such assistance as may be at hand, but without waiting to round out the Task Force or to staff it completely, the Task Force members and senior staffers should undertake the work set forth below, modified as necessary to be consonant with its own style and experience.

Task 1 -- The Members of the Task Force

The Director of the Task Force should assemble a group of outstanding citizens (Attachment 3 suggested some names). While personal excellence must be the primary criterion for selection, the group must also be credible in its total makeup. Persons associated in the public mind with the poor, with labor, and with women's rights, for example, must be included.

Task 2 -- Assemble a Library of Documents Bearing Upon the Social Agencies

There is an enormous amount of literature on the social agencies; the best of it should be selected, digested, and distributed as a continuing service to and learning experience for the Council, the Task Force, and the staff. One specific output of this task would be a description of the legislative goals incorporated in the various social programs.

- The apparently conflicting goals of the federal government in the area of social programs.
- Intergovernmental problems in administering and funding the Federal welfare and medicaid programs. For example, the increasing costs of staff-administered, federally-financed programs.
- Intergovernmental problems in education. Many state agencies resent, for example, Head Start grants direct to local communities.
- Interagency conflicts and confusions involving Labor's manpower programs and HEW's vocational education program.
- Interagency and intergovernmental difficulties in the food and nutrition programs.
- Overlaps between OEO's Community Action Programs and HUD's Model Cities Programs.
- The generally duplicative role of OEO in health, education, economic development, and the like.
- The absence of a mechanism to evaluate the performance of social agencies.

The interagency planning group should determine whether in-depth studies of several representative neighborhoods or areas, urban or rural, have been done, or might be worth doing. Such studies could demonstrate, at the recipient level, what government and non-government programs operate there, how they relate to one another, and what problems exist at the delivery point.

The study plan should be presented to the Task Force within 20 days.

Task 5 -- The Work of the Task Force

The Task Force, whose members will have been kept informed of the progress of the interagency planning group, will approve, disapprove, or modify the detailed study plan. While the work to be done and the degree of involvement of task force members depends upon the nature of the study plan,

THE COUNCIL'S MISSION

The mission of the President's Advisory Council on Executive Organization is to:

- (1) " . . . undertake a thorough review of the organization of the executive branch of Government."
- (2) " . . . provide overall and specific recommendations for improving agencies."
- (3) " . . . deal with both immediate and long-range needs for organizational changes to make the executive branch a more effective instrument of public policy."

"The Council will consider: (1) the organization of the executive branch as a whole in light of today's changing requirements of government; (2) solutions to organizational problems which arise from among the 150-plus departments, offices, agencies, and other separate executive organizational units; and (3) the organizational relationships of the Federal Government to States and cities in carrying out the many domestic programs in which the Federal Government is involved."

(President Nixon, April 5, 1969)

SOME SUGGESTED NAMES FOR MEMBERSHIP
ON THE SOCIAL PROGRAM TASK FORCE OR REVIEW GROUP

Edward Banfield	Harvard University
Daniel Bell	Ford Foundation
Marver Bernstein	The Brookings Institution
Ralph Besse	Cleveland Power and Light
Wilbur Cohen	University of Michigan
John Corson	Urban Coalition
Sinclair Drake	Roosevelt University
Fedele Fauri	University of Michigan
F. Naylor Fitzhugh	U-P Pepsi Cola
John Gardner	Urban Coalition
William Gorham	Urban Institute
Kerry Keefer	University of Oregon
Roger Jones	Bureau of the Budget
Ronald Lee	Post Office Department
Robert Levine	Rand Corporation
Franklin Lindsay	Itek Corporation
Virgil Martin	Carson, Pirie & Scott
Rufus Miles	Princeton University
J. Irwin Miller	Cummins Engine
John Millett	Ohio Dept. of Higher Education
Richard Neustadt	Harvard University
Fred O'Neal	Actor's Equity
Henry G. Parks	The Parks Co. Inc.

John Perkins

William Pincus

Simon Ramo

Harry Rowan

Harvey Russell

Charles Schultze

Charles Stauffacher

Gilbert Steiner

Aaron Mildavsky

James Q. Wilson

Joseph Wilson

Dunn & Bradstreet

Council on Legal Education

TRW Inc.

Rand Corporation

Pepsico (UP & Board Member)

The Brookings Institution

Continental Can Co.

The Brookings Institution

University of California, Berkeley

Harvard University

Xerox

ORGANIZATIONS RECENTLY REPORTING
ON SOCIAL PROGRAMS

MANPOWER

President's Council on Youth Opportunity
President's Committee on Manpower
U.S. Joint Economic Committee on Employment and Manpower

HEALTH

National Advisory Commission on Health Facilities
National Advisory Commission on Health Manpower
National Advisory Commission on Regional Medical Problems
President's Committee on Mental Retardation
National Commission on Community Health Services
DHEW: Delivery of Health Services for the Poor

HOUSING

The National Commission on Urban Problems
President's Committee on Urban Housing

COMMUNITY DEVELOPMENT

National Advisory Commission on Food and Fiber
National Advisory Commission on Rural Poverty
Appalachian Regional Commission - Second Annual Report
GAO Evaluation of OEO

SOCIAL SERVICES

Kerner Commission
National Advisory Council on Economic Opportunity
Interagency Committee on Mexican-American Affairs

SOCIAL PROGRAMS APPROACH

- Step 1 - Background
- Step 2 - Interviews
- Step 3 - Planning Group
- Step 4 - Task Force Review of Plan
- Step 5 - Implementation
- Step 6 - Internal Review
- Step 7 - Revision
- Step 8 - Council Review

