

Section 5

Intergovernmental Systems

"B"

Strengthening Public Management in the Intergovernmental System

A Report Prepared for
Office of Management and Budget
by the Study Committee
on Policy Management Assistance



EXECUTIVE OFFICE OF THE PRESIDENT

A Chronology of Major Events Related to the Management of Intergovernmental Relations

DATE	DESCRIPTION
1953	President Eisenhower creates the Kestubaum Commission on Intergovernmental Relations. The Report emphasizes its study of grant-in-aid programs and recommends the establishment in the Executive Branch of "a permanent center for overall attention to the problems of inter-level relationships."
1956	President Eisenhower creates the Office of Deputy Assistant to the President for Intergovernmental Relations.
1959	The Congress establishes the Advisory Commission on Intergovernmental Relations (ACIR). Consisting of 26 members representing the various levels and branches of government in the Federal system, the ACIR has served primarily as an organization for research and policy studies. Its potential as an arm of the Federal Government for managing intergovernmental relations has not been developed.
1960	The Joint Federal Management Assistance Program is established under the administration leadership of GAO. In 1968-69, the JFMAP undertakes to examine problems related to intergovernmental delivery systems. As a consequence of its review of the financial administration of Federal grant-in-aid, the JFMAP finds a need for the expeditious consolidation of categorical grants, a simplification of financial reporting requirements, and a simplification of audit administration.
1964-65	<p>President Johnson by Executive Order establishes a number of inter-agency coordinating committees to help manage the complexity created by the proliferation of program grants and the demands of citizens for access to the process of policy and program development and resource allocation. Among these coordinating committees are the following:</p> <ul style="list-style-type: none"> — President's Committee on Manpower (E.O. 11152, April 15, 1964) — Development Planning Committee for Alaska (E.O. 11182, October 2, 1964) — Federal Interagency Committee on Education (E.O. 11185, October 19, 1964) — Federal Development Planning Committee for Appalachia (E.O. 11186, October 23, 1964) — President's Council on Equal Employment Opportunity (E.O. 11197, February 5, 1965)

- 1965-74 The Office of Management and Budget issues a series of administrative directives to improve the management and facilitate the process of intergovernmental relations. These "A series" circulars are inventoried in Appendix F.
- 1966 President Johnson uses the Executive Order for "Convenor Orders" to broaden further the Federal government's ability to develop cross-cutting analyses of a variety of Federal Programs. The Convenor Orders were based on the urban-rural split and served to broaden the essentially programmatic focus of the coordinating committees. Included here are:
- Coordination of Federal Urban Programs. HUD played the convenor role. (E.O. 11297, August 11, 1966)
 - Coordination of Federal Programs affecting agricultural and rural development. Department of Agriculture played the convenor role. (E.O. 11307, September 30, 1966)
- 1967 The Office of Management and Budget establishes the Joint Administration Task Force. The Task Force was chaired by HUD and charged with reducing the time required to process the variety of Federal grant-in-aid applications.
- 1968 The Intergovernmental Cooperation Act (1968). In part, this Act (1) provided for supplying grant information to governors and legislatures regarding Federal grant program activities within their States and (2) modified the "single State agency" requirement in many Federal grant statutes.
- 1969 The Planning Assistance and Requirement Coordinating Committee, consisting of representatives from most domestic agencies, recommends strengthened program management and support to State and local governments for strengthened functional program planning. At this point, only HUD 701 provided comprehensive planning assistance.
- 1969 A three-year Federal Assistance Review (FAR) program is initiated. FAR is directed by the Secretary of HEW and includes 14 major departments and agencies. Its work is guided by the Federal Assistance Review Steering Group, chaired by OMB. Its objectives included:
- (1) the development of standard boundaries for Federal Regions;
 - (2) the development of ten Federal Regional Councils;
 - (3) decentralization—which included program and administrative delegations to Federal regional (and lower level) field officials to assure decisionmaking closer to point of delivery of services;
 - (4) greater reliance on State and local government in the detailed administration of Federal programs;
 - (5) a reduction in grant application processing time and red tape cutting, by program;
 - (6) increased consistency in Federal procedures for planning, accounting, auditing, statistical data, land appraisal practices, engineering data, and other practices that impact on the management environment of State and local governments;
 - (7) a simplification of the procedures for joint funding and grant consolidation; and
 - (8) the implementation of the Intergovernmental Cooperation Act.
- 1969 The President's Council on Executive Reorganization proposes major changes in the organization of the Executive Branch of the Federal Government. Its recommendations resulted in the President's Departmental Reorganization Program which was submitted to the Congress in 1971. The PDRP—which failed to win Congressional support—would have created four major departments. Two of these—the Department of Community Development and the Department of Human Resources—might have been expected to have major impact on

management of the Federal program delivery system to State and local governments.

- 1970 The Intergovernmental Personnel Act (1970). In part, this Act: (1) provided grants for personnel administration improvement (2) authorized mobility assignment programs and (3) opened Federal training programs to State and local officials.
- 1972 The President's Committee on Intergovernmental Personnel Systems is established by Executive Order.
- 1973 The President's Advisory Committee on Management Improvement submits its report. The PACMI Report proposes, among others, the following recommendations: (1) the formulation—by the Domestic Council—of an intergovernmental management policy; (2) a review of each Federal domestic assistance program at least every five years by the Domestic Council and OMB; and (3) an assessment by OMB of the immediate and long-range fiscal impacts of Federal programs on State and local governments.
- 1974 Committee on Policy Management Assistance is created by the Office of Management and Budget to assess Federal-State-Local intergovernmental relationships and to formulate strategic options to improve the policy management capacity of all levels of government
- 1974 Joint Funding Simplification Act is passed. This Act provides authority to expedite procedures for consideration and approval of projects drawing upon more than one Federal assistance program, and to simplify requirements for operation of those projects.