

7. It has established an Information Center with data, county by county, on 160 programs.

8. It has published a *Federal Catalog of Programs for the Improvement of the Community and the Individual*, and in its information and training activities has sought to cover the whole range of Government anti-poverty activities.

9. The Economic Opportunity Council has organized multi-agency projects to deal with problems of displaced farm workers in the Mississippi Delta, problems of Indians on reservations, and consumer programs.

The preference requirement of section 612 has been found unworkable in any literal sense, largely because the community action agencies do not develop comprehensive programs which embrace projects funded outside the Economic Opportunity Act. But OEO has sought to achieve the objective through encouraging the "checkpoint" procedures, funding neighborhood centers, and participating in joint projects, as listed in paragraphs 5, 6, and 7, above.

The General Problem of Coordination

The Director of OEO is not the only officer who has a dual operating and coordinating role in the area of domestic programs. Each Cabinet officer is also a Presidential staff officer in his field, and often his responsibility as a coordinator has been made quite specific by law or executive order. When the Department of Housing and Urban Development was created, the Congress established within it a Division of Urban Coordination, and the President by executive order has authorized the Secretary to "convene" Cabinet members or their representatives, including the Director of OEO, to resolve problems of coordination. The Secretary of Agriculture has a corresponding role with respect to the problems of rural areas; he chairs a Cabinet-level Rural Development Committee (of which the Director of OEO is a member) to promote coordination of government programs in rural areas, and he has created a Rural Community Development Service to assist him in his coordination function. The Secretary of Commerce has a Government-wide leadership responsibility for the economic development of low-income areas, and serves as the point of contact for the regional commissions established under the Public Works and Economic Development Act to develop comprehensive Federal-state developmental programs in their regions. The Secretaries of Labor and HEW were directed, in the 1966 amendments to the Economic Opportunity Act, to "provide for . . . the effective coordination of all programs and activities within the executive branch . . . relating to the training of individuals for the purpose of improving or restoring employability." The President's Committee on Manpower, chaired by the Secretary of Labor, is available for these coordinating purposes.

At the community level, similarly, OEO's community action agencies are not the only coordinating bodies on the local scene fostered by federal funds and leadership. HUD sponsors model city agencies with broad coordinating power. Commerce sponsors Economic Development Districts. Agriculture promotes Rural Development Committees. The Appalachian Regional Commission encourages similar developmental groups. HUD also promotes metropolitan and multi-county planning bodies. Labor sponsors Manpower Coordinating Committees. Finally, some of the states through their own legislation have created regional planning and development entities of various kinds.

The jurisdictions of all of these Federal and local coordinating bodies overlap. The problem of employing poor people to rehabilitate neighborhoods in urban ghettos, for example, can be considered—with approximately equal justification—as a problem of poverty under the coordinating jurisdiction of OEO and the Economic Opportunity Council, or a problem of urban development under the jurisdiction of the Secretary of HUD and a Cabinet-level group he may convene or a problem of employment under the jurisdiction of the Secretary of Labor and the President's Committee on Manpower. Similarly, the problem of finding opportunity for displaced farm labor is at once a poverty problem, a rural developmental problem, and a manpower problem which could be approached under the aegis of any of three coordinating mechanisms. And if any of these problems is localized in Appalachia, a fourth coordinating body could be involved.

OEO has a status distinct from the other coordinating agencies in only one respect—it is located in the Executive Office of the President. But this difference is little more than a paper distinction. The other agencies of government do not look upon OEO staff members as presidential agents speaking for the President and exercising his authority, like staff members of the White House, the Budget Bureau, or the Council of Economic Advisers. OEO is looked upon, and