UNITED STATES DEPARTMENT OF EDUCATION



OFFICE OF THE GENERAL COUNSEL

May 15, 2019

The Honorable Elijah E. Cummings Chairman Committee on Oversight and Reform U.S. House of Representatives Washington, D.C. 20515

Dear Chairman Cummings:

This letter provides additional information and further responds to ongoing inquiries by the Congress to the U.S. Department of Education (Department), including letters to the Department dated February 1, 2019 (Exhibit A) and February 19, 2019 (Exhibit B) and the Department's replies dated February 25, 2019 (Exhibit C) and March 25, 2019 (Exhibit D). Department staff also met with your staff about these inquiries on April 5, 2019 and have been in regular communication since that time. A copy of this letter is being transmitted directly to all other Congressional signers.

As you are aware, Congress vested the President with authority to name both permanent and interim, acting Inspector Generals. *See* 5 U.S.C. Appx. § 3(a);¹ 5 U.S.C. § 3345(a)(2), (3). Such appointments are a quintessential Presidential function, where the need for candid, objective, and even blunt or harsh opinions is particularly acute, and the Executive Branch's deliberative confidentiality interests are at their peak. Therefore, it should be very clearly understood that Congress' oversight requests here implicate core Executive Branch interests and raise serious separation of powers concerns.

At the same time, I want to reiterate that the Department remains committed to working cooperatively with Congress to accommodate lawful oversight requests. Accordingly, the Department answers the questions posed by your staff during our meeting of April 5, 2019:

Question 1: What other candidates were considered?

To the extent Congress seeks names of candidates considered but not appointed, it seeks private information that should not be disclosed (e.g., the names of rejected candidates). However, the Department confirms that Mr. Rosenfelt was not the only candidate considered.

¹The statute provides in relevant part: "There shall be at the head of each Office an Inspector General who shall be appointed by the President, by and with the advice and consent of the Senate, without regard to political affiliation and solely on the basis of integrity and demonstrated ability in accounting, auditing, financial analysis, law, management analysis, public administration, or investigations." 5 U.S.C. Appx. § 3(a). One could construe the plain statutory language as limiting appointment-related oversight authority to the Senate's advice and consent function.

Question 2: Was there an analysis or understanding of where Mr. Rosenfelt would have conflicts?

The Department confirms Mr. Rosenfelt would have been subject to applicable federal conflict of interest and ethics laws and regulations and the relevant Rules of Professional Conduct, and that he would have taken appropriate steps to comply on a case-by-case basis in accordance therewith.

Question 3: When was the decision made to appoint Mr. Rosenfelt and who made it?

The President designated Mr. Rosenfelt to serve as the interim, acting Inspector General pursuant to the Federal Vacancies Reform Act, 5 U.S.C. § 3345, on January 24, 2019.

Question 4: Why the change in the decision to go forward with Mr. Rosenfelt?

The Executive Branch has substantial confidentiality interests regarding the discussions about these issues.

Question 5: Was Federal Vacancies Reform Act notice provided for Acting Inspector General Bruce?

Yes. The Office of the Inspector General notified the Government Accountability Office (GAO) by sending the standard notification form to GAO's Federal Vacancies email address and sent a copy of the notification form to the Office of the General Counsel at the Department as well. (Exhibit E).

In light of our conversations with committee staff, I want to explain more fully the Department's position regarding the clearly-established constitutional authority of the Executive Branch to protect the confidentiality of its deliberations through, among other things, the deliberative process component of executive privilege and the constitutionally mandated accommodation process. See generally Comm. on Oversight and Gov't Reform v. Lynch, 156 F.Supp.3d 101, 110-12 (D.D.C. 2016); United States v. Nixon, 418 U.S. 683, 705-06, 708 (1974); United States v. AT&T, 567 F.2d 121, 127, 130 (D.C. Cir. 1977); see also NLRB v. Sears, Roebuck & Co., 421 U.S. 132, 150-51 (1975); Nixon v. Adm'r of Gen. Servs., 433 U.S. 425, 448-50 (1977); Congressional Requests for Confidential Executive Branch Information, 13 Op. O.L.C. 153, 156-57 (June 19, 1989). Here, Congress seeks deliberations regarding a presidential appointment, a core Presidential function. Yet, we remain unclear about Congress' legislative need and authority over such deliberations, much less about any potential legal justification Congress might claim for piercing our constitutionally based confidentiality interests or measures it may suggest in mitigation of the obvious separation of powers concerns that are implicated. Compare Exhibit A at 1 (oversight interest alleged but undefined "incurable organizational impairments"); Exhibit B at 1 (oversight interest alleged but undefined "inappropriate appointment" of Mr. Rosenfelt "preceded" by alleged but undefined "demands" from the Department to the Office of the Inspector General to drop or "refocus" an investigation). We believe such information certainly would be useful as part of the accommodation process. See generally United States v. AT&T, supra; Senate Select Comm. on Presidential Campaign Activities v. Nixon, 498 F.2d 725, 731 (D.C. Cir. 1974); Barenblatt v.

United States, 360 U.S. 109, 111-12 (1959); Congressional Requests for Confidential Executive Branch Information, 13 Op. O.L.C. at 159; Assertion of Executive Privilege in Response to a Congressional Subpoena, 5 Op. O.L.C. 27, 30 (Oct. 31, 1981).²

Taken together, we believe that the Department's letters of February 25, 2019, and March 25, 2019, and our answers above, should fully satisfy your legitimate oversight concerns, and that this should be the end of the matter. Nevertheless, we remain willing to consider and work to accommodate any reasonable requests for information regarding the Department's actions with respect to filling the vacancy in the Inspector General position.

Please feel free to contact Peter Oppenheim, Assistant Secretary, Office of Legislation and Congressional Affairs, at 202-401-0200 if you have any questions about this matter.

Sincerely le eed D. Rubinstein Acting General Counsel

²We believe each branch should seek optimal accommodation through a realistic evaluation of the other's needs. *See, e.g., Brief of Amici Curiae Rep. Cummings et al., Comm. on Oversight & Gov't Reform v. Lynch*, 156 F. Supp. 3d 101 (D.D.C. 2016), ECF No. 28-1 ("[The Committee] has not exhausted reasonable avenues of negotiation or accommodation...."; *United States v. AT&T, supra.* At a minimum, each branch should fully explain why it believes its needs to be legitimate. *Congressional Requests for Confidential Executive Branch Information*, 13 Op. O.L.C. at 159.

Exhibit A

Exhibit A Congress of the United States Washington, DC 20515

February 1, 2019

The Honorable Betsy DeVos Secretary of Education U.S. Department of Education 400 Maryland Avenue, SW Washington, DC 20202

Dear Secretary DeVos:

We write with regard to the decision to install Department of Education (ED) Deputy General Counsel Philip H. Rosenfelt as the Department's Acting Inspector General. Specifically, we request documents and information regarding the decision to place a senior Department official in charge of this critical office. As you know, the Congress and the public relies on the independence and objectivity of inspectors general to effectively conduct audits and investigations of their agencies with integrity. However, the abrupt appointment of Mr. Rosenfelt to the position of Acting Inspector General would create incurable organizational impairments.

As required by the law, Deputy Inspector General Sandra D. Bruce has served as the Acting Inspector General since former Inspector General Kathy Tighe retired in November 2018. On January 30, 2019, Ms. Bruce was notified that Mr. Rosenfelt would begin serving as the Acting Inspector General, effective immediately. It is unclear whether Mr. Rosenfelt will continue serving as Deputy General Counsel concurrently with his appointment as Acting Inspector General. Ms. Bruce has served a distinguished career in offices of inspector general (OIGs) across multiple agencies. By contrast, Mr. Rosenfelt has spent much of his career in the ED Office of the General Counsel (OGC). Unlike the OIG, OGC is tasked with providing legal assistance to the Secretary and the Department and is not expected to remain independent.

We are concerned that the installation of Mr. Rosenfelt as Acting Inspector General would impede the ability of the OIG to conduct its critical work due to conflicts or appearances of conflict. The conflicts or appearances of conflict are a result of Mr. Rosenfelt's prior work in the Department's Office of General Counsel, which has a role implementing virtually all programs that the OIG is charged with investigating. Given Mr. Rosenfelt's work with the very programs he would be investigating, it would be virtually impossible to resolve these many conflicts and the work of the OIG, including its audits, would grind to a halt. Further, Mr. Rosenfelt's appointment would jeopardize the Office's investigations work, given the lack of independence from the Department and the resulting inability to maintain the integrity of investigations.

The decision to place a senior Department official in charge of the OIG dramatically undermines the Office's independence and the integrity of any work conducted under Mr. Rosenfelt's leadership of the Office. We therefore request that the Department immediately retract the appointment of Mr. Rosenfelt and provide the following documents and information by no later than February 8, 2019:

Exhibit A

The Honorable Betsy DeVos February 1, 2019 Page 2

- 1. Please provide all communications both within the Department and externally related to the decision to install Mr. Rosenfelt as the Acting Inspector General. Such communications should include, but not be limited to, emails, letters, faxes, and any other written materials, as well as a list of any meetings, calls, or other oral communication that took place. In the case of meetings, calls, or other oral communications, please include the date, time, and location at which such communications took place, a list of the individuals who participated, as well as a description of the communication.
- 2. Who made the decision to designate Mr. Rosenfelt as the Acting Inspector General?
- 3. What factors led to the decision to remove Ms. Bruce as the Acting Inspector General?
- 4. What factors led to the decision to designate Mr. Rosenfelt as the new Acting Inspector General?
- 5. In the course of the decision to designate Mr. Rosenfelt as the Acting Inspector General, what individuals and offices were consulted?
- 6. Does Mr. Rosenfelt intend to jointly hold the position of Acting Inspector General and his current role in the Office of General Counsel, or if not, return to the Office of General Counsel after a permanent Inspector General is confirmed?
- 7. Did the Department consult with the Counsel of Inspectors General on Integrity and Efficiency (CIGIE) on the plan to designate Mr. Rosenfelt as the Acting Inspector General?

Thank you in advance for your attention to this matter. If you have any questions, or would like to further discuss compliance with this request, please contact Elizabeth Letter with Senator Murray's HELP Committee Staff at 202-224-0767, Benjamin Sinoff, Director of Education Oversight, House Committee on Education & Labor at 202-578-1034, and Jared Bass with Chair DeLauro's Labor-HHS-Education subcommittee at 202-225-6680.

Sincerely,

ROBERT C. "BOBBY" SCOTT Chairman Committee on Education and Labor U.S. House of Representatives

ROSA L. DELAURO Chairwoman Subcommittee on Labor, Health and Human Services, Education, and Related Agencies Committee on Appropriations U.S. House of Representatives

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Ranking Member Committee on Health, Education, Labor and Pensions U.S. Senate

Exhibit B

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Congress of the United States Washington, DC 20515

February 19, 2019

The Honorable Betsy DeVos Secretary of Education U.S. Department of Education 400 Maryland Avenue, SW Washington, DC 20202

Dear Secretary DeVos:

We are writing to request information about troubling actions by the Department of Education with regard to the Office of Inspector General (OIG). Last month, Acting Inspector General Sandra D. Bruce was suddenly replaced with Deputy General Counsel Philip H. Rosenfelt. The decision was reversed several days later. As we learn more about this inappropriate appointment and surrounding events, we have become increasingly concerned by the Department's efforts to influence the independence of the OIG and that Office's critical work. In particular, we are disturbed to learn that the decision to remove Acting Inspector General Bruce was preceded by demands from the Department that the OIG drop an investigation into Secretary DeVos' reinstatement of the Accrediting Council for Independent Colleges and Schools (ACICS) or alternatively to focus the investigation on Department decisions during the Obama Administration.

We are also disappointed by the limited documentation and information we have received related to the initial decision to replace Acting Inspector General Bruce, and we reiterate our request that the Department provide these responses promptly.

On December 17, 2018, Chairman Scott and Ranking Member Murray requested the OIG to examine the Department's decision to grant re-recognition to ACICS.¹ Several days later, the OIG confirmed plans to conduct an investigation.² We have now received correspondence between the Department and the OIG that reveals troubling efforts by the Department to influence the ACICS investigation.

In a January 3, 2019, letter to Acting Inspector General Bruce, Deputy Secretary Mitchell Zais expressed displeasure that the Inspector General was responding to a congressional request to conduct an investigation into the Department's decision to continue recognition of ACICS, and he asked the OIG to reconsider. Deputy Secretary Zais wrote that he found it "disturbing" that the OIG "appears to be responding to a Congressional request that is really a disagreement over policy and the merits of the Department's decision." He then asked the OIG to "reconsider any

¹ Letter from Rep. Bobby Scott, Ranking Member, House Committee on Education and the Workforce, and Sen. Patty Murray, Ranking Member, Senate Committee on Health, Education, Labor, and Pensions, to Ms. Sandra Bruce, Acting Inspector General, Department of Education (Dec. 17, 2018).

² https://www.apnews.com/4398a6f06b5c496283cf03bab7da67c7

The Honorable Betsy DeVos February 19, 2019 Page 2

plan that it might have to review the Department's 2018 Decision and 2018 Recommendation" regarding ACICS.³

Deputy Secretary Zais stated that, if the OIG refused to drop its investigation, "any such inquiry should begin with an examination of the previous Administration's decision-making." He then outlined a series of questions he wanted the OIG to investigate, and he stated: "Should you choose not to look into the previous Administration's actions, I expect to receive a clear, written explanation with sound reasons why that will not be done."⁴

In response, Acting Inspector General Bruce communicated her plans to continue the review of the ACICS decision and underscored the importance of maintaining independence from the Department.⁵ A few weeks later, Deputy Secretary Zais notified Acting Inspector General Bruce of her removal from office.

We are concerned that these actions by the Deputy Secretary represent a clear attempt to violate the statutory independence of the OIG.⁶ The law clearly states that "neither the head of the establishment [involved] nor the officer next in rank below such head shall prevent or prohibit the Inspector General from initiating, carrying out, or completing any audit or investigation." As Deputy Secretary, Mr. Zais is the officer next in rank below Secretary DeVos and therefore subject to this statutory prohibition.⁷ Deputy Secretary Zais' attempt to pressure Acting Inspector General Bruce into dropping the investigation into Secretary DeVos's actions appears to be at odds with Congress's clear intent that inspectors general should remain independent from agency leadership.

Given this correspondence and the efforts to replace Acting Inspector General Bruce with a senior Department official, we have significant concerns with the Department's efforts to compromise the integrity of the OIG. The independence and objectivity of inspectors general is central to their efforts to effectively investigate waste, fraud, and abuse within federal departments. We therefore reiterate our request that the Department provide the following documents and information:

1. Please provide all communications both within the Department and externally related to the decision to install Mr. Rosenfelt as the Acting Inspector General. Such communications should include, but not be limited to, emails, letters, faxes, and any other

⁶5 U.S.C. App. 3. Section 3(a).

³ Letter from the Honorable Mitchell Zais, Deputy Secretary, Department of Education, to Ms. Sandra Bruce, Acting Inspector General and Deputy Inspector General, Office of the Inspector General, Department of Education (Jan. 3, 2019).

⁴ Id.

⁵ Letter from Ms. Sandra Bruce, Acting Inspector General and Deputy Inspector General, Office of the Inspector General, Department of Education, to the Honorable Mitchell Zais, Deputy Secretary, Department of Education (Jan. 7, 2019).

⁷ https://www2.ed.gov/about/offices/or/index.html?src=rt

The Honorable Betsy DeVos February 19, 2019 Page 3

> written materials, as well as a list of any meetings, calls, or other oral communication that took place. In the case of meetings, calls, or other oral communications, please include the date, time, and location at which such communications took place, a list of the individuals who participated, as well as a description of the communication.

- 2. Who made the decision to designate Mr. Rosenfelt as the Acting Inspector General?
- 3. What factors led to the decision to remove Ms. Bruce as the Acting Inspector General?
- 4. What factors led to the decision to designate Mr. Rosenfelt as the new Acting Inspector General?
- 5. In the course of the decision to designate Mr. Rosenfelt as the Acting Inspector General, what individuals and offices were consulted?
- 6. Did the Department consult with the Counsel of Inspectors General on Integrity and Efficiency (CIGIE) on the plan to designate Mr. Rosenfelt as the Acting Inspector General?

In addition, please provide the following information by March 5, 2019. Please include responsive information from January 20, 2017, to the present.

7. Please provide all communications between any political appointee or senior executive at the Department and any member of the Office of the Inspector General of the Department that requests the Office of the Inspector General stop or change, alter, or amend the scope of any planned or ongoing investigation.

Thank you in advance for your attention to this matter. If you have any questions, or would like to discuss compliance with this request, please contact Elizabeth Letter with Senator Murray's HELP Committee Staff at 202-224-0767, Benjamin Sinoff, Director of Education Oversight, with Chairman Scott's House Committee on Education & Labor at 202-578-1034, Jared Bass with Chair DeLauro's Labor-HHS-Education subcommittee at 202-225-3508, Russell Anello with Chairman Cummings' staff on the House Committee on Oversight and Reform at (202) 225-5051, or Yelena Tsilker with HSGAC Minority Committee staff at (202) 224-4870.

Sincerely,

ROBERT C. "BOBBY" SCOTT Chairman Committee on Education and Labor U.S. House of Representatives

Ranking Member Committee on Health, Education, Labor and Pensions U.S. Senate

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Exhibit B

The Honorable Betsy DeVos February 19, 2019 Page 4

ELIJAH E. CUMMINGS Chairman Committee on Oversight and Government Reform U.S. House of Representatives

GARY C. FETERS Ranking Member Committee on Homeland Security and Governmental Affairs U.S. Senate

ROSA L. DELĂURO

Chairwoman Subcommittee on Labor, Health and Human Services, Education, and Related Agencies Committee on Appropriations U.S. House of Representatives

Exhibit C

Exhibit C



UNITED STATES DEPARTMENT OF EDUCATION OFFICE OF LEGISLATION AND CONGRESSIONAL AFFAIRS

February 25, 2019

Honorable Robert "Bobby" Scott Chairman Committee on Education and Labor House of Representatives Washington, DC 20515

Dear Chairman Scott:

Thank you for your letter dated February 1, 2019, regarding the decision to appoint Philip Rosenfelt as the Acting Inspector General. I am pleased to respond on behalf of Secretary Betsy DeVos. Identical responses have been sent to the cosigners of your letter.

On October 3, 2018, then Inspector General Kathleen Tighe announced her retirement. The Secretary was notified of Ms. Tighe's intention to retire from the Department of Education effective November 30, 2018. In accordance with the Federal Vacancies Reform Act of 1998, if a President-appointed Senate-confirmed Inspector General retires, either the official previously serving as first assistant to that position or, at the direction of the President, an officer or employee of such Executive agency "shall perform the functions and duties of the vacant office temporarily in an acting capacity."

Following Ms. Tighe's October 3, 2018, announcement, the Department decided to fill the position on an interim basis until the vacancy was permanently filled. Shortly thereafter, the Department recommended that the President appoint Mr. Rosenfelt to serve in this important role on an Acting basis, given the amount of time it would likely take for a permanent appointment to be nominated and confirmed by the Senate. This determination was made because of Mr. Rosenfelt's distinguished public service as a career attorney in the Department, his proven leadership, and his integrity, as demonstrated by his more than 48 years of public service.

With the recent White House decision to reevaluate Mr. Rosenfelt's appointment and reinstate Sandra Bruce as Acting Inspector General, the matter is now closed, and we await the nomination of a permanent Inspector General.

400 MARYLAND AVE. S.W., WASHINGTON, DC 20202-3100 www.ed.gov

The Department of Education's mission is to promote student achievement and preparation for global competitiveness by fostering educational excellence and ensuring equal access.

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Your request for documents implicates substantial executive branch confidentiality interests. We trust that the foregoing information is sufficient for your purposes, as the designation of Mr. Rosenfelt has been withdrawn. We appreciate the opportunity to respond.

Sincerely,

Peter L. Oppenheim Assistant Secretary for Legislation and Congressional Affairs

Exhibit D

Exhibit D



UNITED STATES DEPARTMENT OF EDUCATION OFFICE OF LEGISLATION AND CONGRESSIONAL AFFAIRS

March 25, 2019

The Honorable Elijah E. Cummings Chairman Committee on Oversight and Government Reform U.S. House of Representatives Washington, D.C. 20515

Dear Chairman Cummings:

The U.S. Department of Education (Department) has received your letter dated February 19, 2019, regarding the appointment of Philip Rosenfelt as the Acting Inspector General. I write to respond on behalf of Secretary Betsy DeVos. This letter supplements our response to your correspondence dated February 1, 2019, and I have sent identical responses to the cosigners of your letter. To assist with your review of this matter, the Department also encloses documents with pages marked "000001" to "000007."

The contention that this Department in any way has attempted to influence the work of its Office of Inspector General (OIG) in its review of the reinstatement of the Accrediting Council for Independent Colleges and Schools (ACICS) is not accurate. As the enclosed documents demonstrate, the Department considered and recommended the appointment of Philip Rosenfelt as Acting Inspector General well before Congress requested the Acting Inspector General to review the ACICS reinstatement in correspondence dated December 17, 2019 (December 17 Letter).

As you know, former Inspector General Kathleen Tighe announced her retirement on October 3, 2018. In accordance with the Federal Vacancies Reform Act of 1998, if a President-appointed, Senate-confirmed Inspector General retires, either the official previously serving as first assistant to that position or, at the direction of the President, an officer or employee of such Executive agency "shall perform the functions and duties of the vacant office temporarily in an acting capacity." To that end, the Department—specifically the former Chief of Staff and the former General Counsel—discussed options to fill the Inspector General position on an interim basis until the vacancy was permanently filled. The purpose was to ensure that the OIG benefited from stable, experienced leadership during that time of transition. Those discussions commenced in October 2018, with the Department deciding to recommend Mr. Rosenfelt to serve in this important role on an Acting basis well before the issuance of the December 17 Letter recommending a review of the Department's decision regarding reinstatement of ACICS.

The Department's decision arose entirely from Mr. Rosenfelt's distinguished public service career, his character and integrity, and his steady and experienced leadership. The Department did not consult with the Council of Inspectors General on Integrity and Efficiency (CIGIE) on the plan to designate Mr. Rosenfelt as the Acting Inspector General.

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The Department of Education's mission is to promote student achievement and preparation for global competitiveness by fostering educational excellence and ensuring equal access.

It is not uncommon for the Department to communicate, including in writing, with the Office of the Inspector General. Written as a request, the January 3, 2019 letter deferred to the Acting Inspector General. It stated that if the Acting Inspector General determined a review of ACICS was warranted, the review should be balanced and thus examine the previous Administration's decision-making as well, given a federal judge found the previous Administration's denial of the ACICS petition to have been illegal. It also restated the position that the Department fully cooperates with OIG reviews. The letter concluded by acknowledging the decision of whether to do the additional review was the Inspector General's.

Simply put, the discussions regarding the Inspector General vacancy and the appointment of Mr. Rosenfelt as Acting Inspector General occurred months before Congress wrote the Department's Acting Inspector General about the decision to reinstate ACICS. The intent was to ensure stable leadership in the OIG until the nomination, confirmation, and appointment of a permanent Inspector General. The contention that the Department sought to influence the OIG in this instance through the recommended appointment of Mr. Rosenfelt is categorically incorrect.

The Department would be pleased to meet with you to discuss any additional questions that you may have. We appreciate the opportunity to respond.

Sincerely,

Peter L. Oppenheim Assistant Secretary for Legislation and Congressional Affairs

Exhibit E

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