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HEARINGS
BEFORE THE
COMMITTEE ON CIVIL SERVICE
OF THE
COMMITTEE ON
OFFICE AND CIVIL SERVICE
UNITED STATES SENATE
NINETY-FIRST CONGRESS

FIRST SESSION

ON

S. 542

A BILL TO ESTABLISH RATES OF COMPENSATION FOR
CERTAIN POSITIONS WITHIN THE SMITHSONIAN
INSTITUTION

AND

S. 2325

A BILL TO AMEND TITLE 5, UNITED STATES CODE, TO
PROVIDE FOR ADDITIONAL POSITIONS IN GRADES
GS-16, GS-17, AND GS-18

JULY 8 AND 9, 1969

Printed for the use of the
Committee on Post Office and Civil Service



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WASHINGTON : 1969

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SUPERGRADES

TUESDAY, JULY 8, 1969

UNITED STATES SENATE,
SUBCOMMITTEE ON CIVIL SERVICE OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C.

The subcommittee met at 10:10 a.m., pursuant to call, in room 6202, New Senate Office Building, Senator Jennings Randolph (chairman of the subcommittee) presiding.

Present: Senators Randolph, Burdick, Hollings, Yarborough, Moss, Fong, Fannin, Boggs, and Stevens.

Staff members present: David Minton, staff director and counsel; Clyde S. DuPont, minority counsel; Charles S. Caldwell, professional staff member; and William W. Miller, printing clerk.

Senator RANDOLPH. Good morning, ladies and gentlemen.

We meet this morning to receive testimony on S. 542. This legislation was presented in the Senate on January 22, by Senators Anderson, Fulbright, and Scott. These three Senators are representatives from the Senate who are responsible for the administration of the Smithsonian Institution.

We shall also receive testimony on S. 2325. Our chairman, Senator McGee (by request), has introduced this legislation.

S. 542 would create an additional nine supergrade positions for the Smithsonian Institution. S. 2325 creates 150 additional supergrade positions for allocation by the Civil Service Commission. We also, in that legislation, will propose specific authorizations for additional positions in the Library of Congress, the General Accounting Office, the Federal Bureau of Investigation, and the National Security Agency.

I will place copies of S. 542 and S. 2325 with their respective agency reports in the record at this point.

(Copies of S. 542 and S. 2325 with agency reports follow:)

[S. 542, 91st Cong., first sess.]

A BILL To establish rates of compensation for certain positions within the Smithsonian Institution

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That title 5, United States Code, is amended as follows:

(1) Section 5108(c) is amended by striking out "and" at the end of paragraph (8), by striking out the period at the end of paragraph (9) and inserting "; and" in place thereof, and by inserting the following new paragraph:

"(10) The Secretary of the Smithsonian Institution, subject to the standards and procedures prescribed by this chapter, may place a total of eight positions in the Smithsonian Institution in GS-16, 17, and 18."

(2) Section 5315 is amended by inserting the following new paragraph after paragraph (91):

"(92) Assistant Secretary, Smithsonian Institution."

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C. February 14, 1969.

HON. GALE W. MCGEE,
*Chairman, Committee on Post Office and Civil Service,
United States Senate.*

DEAR MR. CHAIRMAN: Your letter of January 30, 1969, requests our views and comments on S. 542, 91st Congress, copies of which accompanied your request. Section 1 of S. 542 would amend 5 U.S.C. 5108(c) to authorize the placing of 8 additional positions in the Smithsonian Institution in grades GS-16, 17 and 18 of the General Schedule commonly known as supergrades. These positions would be outside of the general Government quota on supergrades established in 5 U.S.C. 5108(a). We understand that the Smithsonian Institution presently has 5 supergrade positions which were allotted by the Civil Service Commission under 5 U.S.C. 5108(a). In addition, the Smithsonian Institution is understood to have 18 positions in the physical and natural sciences which have been placed in supergrades and are excluded from the quota controlled by the Civil Service Commission under 5 U.S.C. 5108(a). If the bill is enacted into law, this would give the Smithsonian Institution an overall total of 31 supergrades.

Section 2 of this bill would authorize the placing of a third position of Assistant Secretary of the Smithsonian Institution in level IV of the Executive Schedule, 5 U.S.C. 5315.

Our Office has no special information regarding the need for the legislation. Therefore, we offer no recommendations concerning the merits of the bill.

Sincerely yours,

R. F. KELLER,
General Counsel of the GAO.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., March 26, 1969.

HON. GALE W. MCGEE,
*Chairman, Committee on Post Office and Civil Service, U.S. Senate, New Senate
Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to the Committee's request for the views of the Bureau of the Budget on S. 542, "To establish rates of compensation for certain positions within the Smithsonian Institution."

The bill would provide a special statutory quota of eight positions at GS-16, 17, and 18 under the General Schedule for the Smithsonian and one additional position of Assistant Secretary at level IV of the Executive Schedule.

The Bureau of the Budget concurs in the views expressed in the report which the Civil Service Commission is submitting to your Committee on this bill, and accordingly recommends against the enactment.

Sincerely yours,

(Signed) Wilfred H. Rommel
WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

U.S. CIVIL SERVICE COMMISSION,
Washington, D.C., March 26, 1969.

HON. GALE W. MCGEE,
*Chairman, Committee on Post Office and Civil Service,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: In your letter of January 30, 1969, you asked for the views of the Civil Service Commission with respect to S. 542. This bill would specifically authorize the Smithsonian Institution to place eight positions in GS-16, 17, and 18, and one additional Assistant Secretary in Level IV.

The Civil Service Commission does not support S. 542. If S. 542 is approved and signed into law a precedent will have been established which will pave the way for other agencies to seek their own statutory quotas. This proposed Act would breach the principle of coordinated authority and control over the estab-

lishment of positions in the top three General Schedule grades set forth in the policy laid down by Congress several years ago in Public Law 87-367. This policy requires that the needs and requirements of the Smithsonian Institution for additional high level positions be met from an augmented general pool of positions in accordance with procedures established and administered by the Civil Service Commission. We do not find the programs of the Smithsonian Institution so unique as to merit preferential treatment or an exception from established and proven policy.

We have submitted to the Congress for the Administration a proposal to provide additional supergrade positions for distribution to the various agencies by the Civil Service Commission. This addition would help satisfy executive needs occurring from the substantial number of programs established since 1966—the last time additional supergrade positions were authorized—and would give the new Administration the needed flexibility to establish key supergrade positions required to implement new programs and to carry out changes in programs and organizations. If the additional positions become available to us for distribution, the Civil Service Commission will carefully assess the need and worth of the eight proposed Smithsonian positions and consider these needs in light of overall needs of departments and agencies in the executive branch.

Once program directions are established and we have evaluated the impact of new salary schedules on total requirements for GS-16, 17, and 18 positions, the new Administration plans to review its total needs for executive talent, including needs for positions in executive levels, against what its ongoing and planned programs will actually require. The Smithsonian request for one additional Executive level position should be considered in that context.

It is for the above reasons, therefore, that we recommend against enactment. The Bureau of the Budget advises that from the standpoint of the Administration's program there is no objection to the submission of this report.

By direction of the Commission.

Sincerely yours,

ROBERT E. HAMPTON,
Chairman.

[S. 2325, 91st Cong., first sess.]

A BILL To amend title 5, United States Code, to provide for additional positions in grades GS-16, GS-17, and GS-18

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 5108(a) of title 5, United States Code, is amended by striking out "2,577" and inserting in lieu thereof "2,727".

(b) Section 5108(b)(2) of such title is amended by striking out "28" and inserting in lieu thereof "44".

(c) Section 5108(c)(1) of such title is amended by striking out "64" and inserting in lieu thereof "90".

(d) Section 5108(c)(2) of such title is amended by striking out "110" and inserting in lieu thereof "140".

SEC. 2. Section 4 of the Act entitled "An Act to provide certain administrative authorities for the National Security Agency, and for other purposes", approved May 29, 1959, as amended (50 U.S.C. 402, note), is amended to read as follows:

"Sec. 4. The Secretary of Defense (or his designee for the purpose) is authorized to—

"(1) establish in the National Security Agency (A) professional engineering positions primarily concerned with research and development and (B) professional positions in the physical and natural sciences, medicine, and cryptology; and

"(2) fix the respective rates of pay of such positions at rates equal to rates of basic pay contained in grades 16, 17, and 18 of the General Schedule set forth in section 5332 of title 5, United States Code.

Officers and employees appointed to positions established under this section shall be in addition to the number of officers and employees appointed to positions under section 2 of this Act who may be paid at rates equal to rates of basic pay contained in grades 16, 17, and 18 of the General Schedule."

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., June 24, 1969.

B-130503

HON. GALE W. MCGEE,
Chairman, Committee on Post Office and Civil Service,
United States Senate

DEAR MR. CHAIRMAN: We refer to your letter of June 9, 1969, requesting our views and comments on S. 2325, 91st Congress, 1st session, which would amend title 5, United States Code, to provide for additional supergrade positions and for other purposes.

We have no special information concerning the need for increasing the limitations for grades 16, 17 or 18 presently applicable to the individual agencies named in the bill other than the General Accounting Office.

Insofar as concerns the need of the General Accounting Office, the Comptroller General in appearing before the Committee on Post Office and Civil Service of the United States Senate on March 11, 1968, proposed for favorable consideration and approval of the Congress an amendment to section 5108(c)(1) of title 5, United States Code, that would increase the total number of positions the Comptroller General is authorized to place in grades 16, 17 and 18 from 64 to 90. That proposal is embodied in section 1(c) of the bill.

As the result of enactment of Public Law 89-632, 89th Congress, approved October 8, 1966, which among other things increased the supergrade limitation applicable to our Office from 39 to 64, we were able to take care of our most pressing and current requirements in our major operating divisions through the allocation of 45 supergrade positions for accounting, auditing and investigation activities. We have analyzed our needs for additional positions at these levels and find that we have urgent requirements for an additional fourteen (14) positions to adequately fulfill our accounting, auditing and investigative responsibilities on a Government-wide basis.

Since 1961, the Federal outlays have risen from \$97.8 billion to an estimated \$190 billion for fiscal year 1970. This represents an increase of over \$93 billion, or about 95 percent in the past nine (9) years. Although our own outlays have increased from \$40.9 million to an estimated \$63.2 million, or \$22.3 million, this represents an increase of only 54 percent.

The unprecedented number of new social, economic, and health programs which the Federal Government has undertaken in the past few years has required us to place increased emphasis in these areas. We also have been confronted with an increasing workload in other major civilian agencies stemming directly from our growing economy and increasing requirements relating to space research, postal services and operations, commerce and transportation, power and water resources and other significant activities of Government-wide services.

Similarly, we are faced with a concurrent problem of heavily increased responsibilities on the part of our accounting and auditing staff assigned to defense and international activities on a world-wide basis. Increased emphasis has been placed upon all major areas of defense activities, including procurement, supply management, manpower, research and development, facilities and construction, support services, and management control systems. The magnitude and complexity of the operations of the Department of Defense require that we place extremely heavy responsibilities upon our staff. For example, in the area of procurement alone the Department of Defense is awarding contracts for weapons systems and related equipment and supplies at the rate of about \$43 billion a year. We necessarily have had to increase our efforts in this area on such matters as acquisition of major weapons systems, pricing of negotiated contracts, contract procurement systems, contract incentives and contract administration.

We have had to expand our audit coverage of economic and military assistance programs, as well as other Federal Government financial programs in over forty (40) foreign countries. During 1970 we contemplate that over 1300 man-years of our professional accounting and auditing staff will be scheduled to make reviews, examinations and investigations of nearly 250 defense and international major programs and activities.

We also have an urgent need to provide twelve (12) additional supergrades for our legal, policy, technical and administrative functions. Most of these positions will be used to fulfill our basic statutory responsibilities relating to the development of policies, principles and standards associated with new and complex technical aspects of automatic data processing operations, systems analysis, and financial management improvements being undertaken on a Government-wide

basis. Because of the specialized nature of these various fields, it is essential for us to provide promptly the kind of leadership and technical consulting assistance to the Congress, other Federal agencies and our operating divisions that is expected. With the approval of additional positions for these important functions, we will be able to provide a staff capability to keep abreast of the increased demands that have developed recently throughout the Government.

Accordingly, we urge that favorable consideration be accorded that portion of the bill which would increase the supergrade limitation applicable to the General Accounting Office from 64 to 90.

Sincerely yours,

ELMER B. STAATS,
Comptroller General of the United States.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., July 2, 1969.

Hon. GALE W. MCGEE,
Chairman, Committee on Post Office and Civil Service, United States Senate, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to the Committee's request for the views of the Bureau of the Budget on S. 2325, "To amend title 5, United States Code, to provide for additional positions in grades GS-16, GS-17, and GS-18."

S. 2325 is identical to draft legislation submitted by the Chairman of the Civil Service Commission to supply the immediate needs of the Administration for key positions, pending fuller evaluation of total requirements. The need for the additional supergrade positions was outlined in the Chairman's letter of March 18, 1969.

We recommend the enactment of S. 2325, which would be consistent with the Administration's objectives.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

Senator RANDOLPH. We are gratified that we have as our opening witness this morning the very able and distinguished Secretary of the Smithsonian Institution, the Honorable S. Dillon Ripley.

Mr. Ripley, would you come to the stand, please.

STATEMENT OF HON. S. DILLON RIPLEY, SECRETARY, SMITHSONIAN INSTITUTION; ACCOMPANIED BY JAMES BRADLEY, ASSISTANT SECRETARY; AND LEONARD B. POULIOT, DIRECTOR, OFFICE OF PERSONNEL AND MANAGEMENT RESOURCES

Senator RANDOLPH. Would you introduce the gentlemen who accompany you?

Mr. RIPLEY. This is Mr. James Bradley, Assistant Secretary, and this is Mr. Leonard Pouliot, our Director of Personnel and Management Resources.

Senator RANDOLPH. Thank you.

I will, of necessity, have to leave the chair for a few minutes. If you will begin your testimony, we are fortunate in having Senator Yarborough to preside. He will have the assistance of Senator Boggs, and we are expecting Senator Fong soon.

Mr. RIPLEY. Thank you very much, Mr. Chairman.

May I say I welcome the opportunity to comment on behalf of S. 542, a bill to establish rates of compensation for certain positions within the Smithsonian Institution. I am delighted to be able to testify before you, Senator Yarborough and Senator Boggs.

In January of this year the Board of Regents, by unanimous vote, recommended that one Executive Level IV and eight additional supergrade positions be provided to the Smithsonian Institution by separate legislation. Accordingly, S. 542 was introduced by the Senate members of the Board of Regents to meet the increasingly acute need for men and women of superior competence and experience to guide the Smithsonian in the midst of an unprecedented expansion.

I should point out where expansion has occurred, it has been brought into being by the Congress itself. We have broadened substantially the diversified programs of the Institution. Some 20 programs have been added by legislation and appropriation action, including such major museums and functions as the Museum of History and Technology, the National Portrait Gallery, the foreign currency program, the National Air and Space Museum, and the Wilson Center for Scholars. However, the growth of the Smithsonian's role as trustee "for the increase and diffusion of knowledge among men" and its need for additional leadership positions is most dramatically presented in the following brief statistics. The Smithsonian personnel has increased from 500 employees in 1955 to 2,000 employees in 1969, and our operating appropriations from \$3 million to \$26 million—almost ninefold.

The Congress has recognized that visitors to the Smithsonian have increased from 8 million in 1957 to an estimated 19 million in 1970. Through the generosity and, may I say, the recognition readily accorded by the Congress to the Smithsonian, our buildings for the preservation of the national collections and for their exhibition have more than doubled, rising from 1.4 million square feet to 3.3 million square feet today.

However, no additional quota supergrades have been allocated to the Smithsonian since 1964, although appropriations have increased by over 100 percent and positions have increased by more than 50 percent since that time. We have still not been able to gain a supergrade position out of the quota in the ordinary course reserved for the executive branch of the Government.

It is in the absence of these quota supergrades that the Board of Regents determined that this appeal be carried to the Congress.

Apparently the only objection to this legislation is a conceptual one, based on a misunderstanding of the legal and functional nature of the Smithsonian and its special relation to the various branches of the Government. The Civil Service Commission takes the view that the Smithsonian, in fact, is an executive agency like any other, and that this legislation will create an unacceptable precedent for the Executive departments in the matter of supergrades. In fact, the Smithsonian is not under or a part of any Cabinet department or independent executive agency. It was created in 1846 when Congress accepted the Smithsonian trust for the United States and delegated its duties thereunder to the Smithsonian as a separate corporate trustee.

We can recall that Chief Justice Taft, in describing the legal nature of the Smithsonian, stated that Congress is the guardian of the Smithsonian Institution.

The management of the Smithsonian is entrusted by Congress to the Board of Regents and its Secretary. The Board of Regents consists of the Chief Justice, the Vice President, three Senators who are appointed by the President of the Senate, three Representatives who

are appointed by the Speaker of the House, and six eminent private citizens appointed by joint resolution of the Senate and the House of Representatives. In their service as regents, the members do not act as officers of the United States. The Secretary of the Smithsonian is appointed by the regents, is directly responsible to them in managing the Smithsonian, and is compensated from the trust endowment of the Smithsonian. It is therefore easy to see, I believe, gentlemen, that the Institution is a unique one, both within and without the Government, a private trust incorporated and guarded by the Congress of the United States. The heads of bureaus and the principal staff members are appointed by the Secretary with the consent of the regents, all on a nonpartisan basis.

The original Smithsonian endowment of \$550,000 has now grown to over \$30 million and remains our basic resource to which, in recent years, Congress has added substantial annual appropriations and programs. Almost all was lost by subsequent action of the Government, I might add, in investing in bonds which did not pay off. However, following that time, the Institution, reimbursed by the Congress and continually thought of as a trust to be administered by the regents with the consent of the Congress, has managed to add to its private endowment so that today we have something over \$30 million in our private endowment. This remains the basic resource along with the public deposit acknowledged by the Congress in the United States Treasury to the credit of the Smithsonian to the extent of \$1 million at 6 percent interest in perpetuity.

These two things remain the basic resources to which in recent years Congress has added very substantial appropriations, as well as buildings and similar programs.

Although the Smithsonian fully respects the budgetary and legislative procedures established by the executive branch, this does not change its essential nature as a separate corporate trustee with a direct mandate from the Congress.

Thus, this legislation would not, in our opinion, create any precedent for the executive branch. In concept and purpose, this bill is the same, I point out, as Public Law 89-734, approved by this subcommittee, and signed by the President, November 2, 1966, by which the Congress granted the Smithsonian regents separate request for four executive-level positions. This was considered an appropriate procedure in view of the special relationship of the Smithsonian to the Congress, as discussed in the hearings on the bill.

The Civil Service Commission also advised that it has submitted a proposal to the Congress to provide additional supergrades for general distribution and the Commission will carefully assess the need for the eight proposed Smithsonian supergrade positions and consider this in the light of the overall requirements of the executive branch. We are grateful for this promise of further consideration by the Commission. We continue to be grateful and our relations with the Commission are unexceptionable but we must recall, for the consideration of this committee, that we are here today because the Civil Service Commission has not provided a quota supergrade to the Smithsonian Institution since 1964. It is for this reason that the regents have felt that they must attempt through their own initiative to introduce this legislation.

I would like in this connection, Mr. Chairman, to include for the record attachments which give a detailed accounting of Smithsonian programs and a chart showing its growth since 1957 and projected to 1970.

Senator YARBOROUGH (presiding). The exhibits are received and I will order them printed in full as part of the record.

Mr. RIPLEY. Thank you, sir.

Senator YARBOROUGH. I think sometimes, Mr. Secretary where the exhibit is very voluminous, as this is, we order the material filed as an exhibit to be used by the committee. But this is so interesting that I think it should be available for general public distribution, in a more abbreviated form than you have here, however.

Mr. RIPLEY. Thank you very much, Mr. Chairman.

(The aforementioned material follows:)

SMITHSONIAN INSTITUTION

HIGHLIGHTS OF PROGRAMS

History and Art

The multidisciplinary nature of the Smithsonian's complex and diverse programs is reflected in the History and Art area where the efforts of our scholars encompass eight teaching museums.

The Freer Gallery of Art, with a library of 30,000 volumes and a laboratory which conducts research on materials and methods of ancient craftsmen, functions as an internationally known research center for the civilizations of Asia. The stature of Freer in the international community is exemplified by the activities of its staff which included the organization of a seminar in Manila where 30 leading authorities from all parts of the globe considered the problem of identifying and classifying some 40,000 fragments and whole pieces of Chinese pottery excavated in the Philippines over the last half century.

The Cooper-Hewitt Museum of Design is one of the country's major assemblages of decorative art objects, representing world cultures spanning 4,000 years. Close to 100,000 objects and a library of 13,000 volumes provide for in-depth study of industrial design, art history, cultural history, and decorative techniques.

The Smithsonian is developing the Renwick Gallery of Art as a showcase of American crafts and design.

Together with the Joseph H. Hirshhorn Museum and Sculpture Garden, the National Collection of Fine Arts, the National Portrait Gallery, the Air and Space Museum and the Museum of History and Technology, these museums comprise the History and Art program area.

The scholars in the varied disciplines of the History and Art program area have produced valuable information on the development of the Nation and our national heritage. The Smithsonian Institution has established a position of Director of American Studies to provide leadership in integrating and directing this information into a comprehensive program of relating and explaining the development of our Nation to its people. Drawing upon these unparalleled resources, the Director of American Studies is expected to organize teaching and research programs which will provide an understanding of the plurality of American origin and explain America to Americans. We must have the ability to attract and adequately compensate a historian of the highest distinction who has the breadth of vision and the administrative experience that will allow him to perform this complex and delicate task.

Science

The Science programs of the Smithsonian Institution are expansive and steeped with many discoveries in a host of disciplines ranging from anthropology to zoology.

The Astrophysical Observatory opened a new window on the universe in December 1968. Telescope, an orbital television-telescope astronomical observatory, enables man for the first time to make detailed observations of celestial objects and ultraviolet light usually blocked from earth-bound astronomers by the earth's own atmosphere. This satellite will collect more ultraviolet data in three hours than scientists have so far collected in fifteen years of rocket flights. Scientists at the Observatory annually published over 200 papers, articles, tables, and books covering a wide range of subjects in astrophysics.

The Radiation Biology Laboratory has been devoted to the study of the responses of living organisms to various qualities and intensities of radiant energy and to the determination of the influence of various factors in the environment—light, temperature, humidity, and atmospheric content. The Laboratory's program of solar energy measurement and biological response correlation fills a significant gap in an understanding of the interacting factors that man must control and to which he must adjust in order to maintain a habitable environment.

The Center for Short-Lived Phenomena was established in 1968. This Center serves as a clearinghouse for the timely receipt and dissemination of information concerning rare natural events which might otherwise go unobserved or uninvestigated, such as remote volcanic eruptions and earthquakes, the birth of new islands, the fall of meteorites and large fireballs, and sudden changes in biological and ecological systems.

Equally significant work has been accomplished in oceanography and limnology, anthropology, and entomology, mineral sciences, paleobiology, and ecology.

The Museum of National History, the largest of the bureaus of the Institution, is an international center for the study of sciences and maintains the largest reference collections in the Nation of anthropological, biological, and geological materials. Over 450 publications were produced in fiscal year 1968 by scholars of this great museum.

The extensive science program, especially the disciplines of anthropology, environmental sciences, and sociology, provides the bases from which to draw the fundamental information necessary for a full understanding of man. In 1968, the Smithsonian Institution established a Center for the Study of Man to bring into focus and to establish the interdisciplinary bridges that are essential to improving our understanding of man and his relationships with all aspects of his total social, cultural and physical environment. Information concerning the evolution and status of subcultures in America or the customs of various immigrant groups is not only of scientific value, but is necessary for effective planning and implementation of many social and economic programs. To direct this Center, the Smithsonian must be reasonably competitive with the academic and scientific world to attract and retain, as the Director, a distinguished scholar who has the stature and ability to synthesize these intellectual and scientific resources.

The Smithsonian Institution has an additional requirement to compensate adequately senior research scholars in the field of cultural anthropology.

Public service

The Public Service role of the Smithsonian was first enunciated by Secretary Joseph Henry:

" . . . the worth and importance of the Institution are not to be estimated by what it accumulates within the walls of its buildings, but by what it sends forth to the world."

This is perhaps the greatest challenge facing the Smithsonian, requiring that the great reservoirs of information gained from the 62,000,000 objects and the contributions of individual scholars be brought to the attention of the public as intriguing and enjoyable learning experiences.

The Smithsonian is a point of liaison with many international organizations such as the Institute for International Education, the Organization of American States, the South East Asia Development Advisory Group, the American Subcommittee of the International Committee on Monuments, and UNESCO.

The international aspects of the Smithsonian Institution's Public Service role are exemplified by the Institution's responsibility under the foreign currency program. Last year, for example, more than \$2,000,000 was made available through this program for research in biological, archeological, and anthropological studies. During the past three years, the Smithsonian cooperated with more than forty American institutions of higher learning in providing over 100 research grants for studies in Burma, Ceylon, Egypt, Guinea, India, Pakistan, Israel, Poland, Tunisia, Yugoslavia, and Morocco.

Another important international program is the Smithsonian's exchange service. The Institution is the designated agency through which all official United States publications are exchanged with foreign countries. The daily issues of the *Federal Register* and the *Congressional Record* are sent to 136 foreign libraries in exchange for their parliamentary journals.

The Institution prepares film reports and cooperates with international radio and television networks in bringing to the public such documentaries as "Man, Beast, and the Land" and the wonderful children's story of "The Enormous Egg." The Smithsonian also conducted a film festival which was attended by

18,000 persons. In addition, the Dial-A-Museum and the Dial-A-Satellite drew 60,000 and 135,000 inquiries, respectively.

Citizens throughout the Nation are able to join the Smithsonian in an Associate status and thus become partners in the Institution's quest to reach the public in a new and personal way. Most gratifying and heartening is the dramatic growth of the Smithsonian Associates whose members have increased from 1,500 to 15,000 in a two-year period. The Associates make available seminars and lectures in the arts, science, and humanities.

The annual Smithsonian Folklife Festival on the Mall, which interprets and preserves American folk arts and crafts, was attended by over 500,000 people last year.

The effectiveness of the Smithsonian's Public Service role was never more evident than when a former movie theater in the southeast corner of Washington, D.C., reopened its doors as the Anacostia Neighborhood Museum in 1968. This event was the result of an idea to bring the concept of a museum to the people, and with their involvement, to develop a museum as a means through which learning and education might be possible. From its inception to its completion, the planning and construction and restoration were carried out by the people, both young and old, in tasks from painting and scraping, to planting a garden. This is their museum and they are proud of it. Continuation of this Public Service role includes plans to respond to and consult with sources of other requests for similar museums.

The Smithsonian has charged the Assistant Secretary (Public Service) with the great responsibility to coordinate these multiple, complex, and sensitive programs. The present Assistant Secretary, who is a scholar, author, and executive and cultural advisor, should be compensated at the same level (E2SS-IV) as other Assistant Secretaries.

Libraries

The success of the Smithsonian Institution in attracting and holding researchers of quality depends to a great extent upon the availability of essential resources to support their work. Principal among these resources are libraries and information services. The Smithsonian's Libraries provide comprehensive information for research support in biological and physical sciences, engineering, industry, manufacturing, transportation, archeology, ethnology, history and art. The Institution maintains more than 750,000 books, journals, and catalogs and retains 1,000,000 books and journals on deposit at the Library of Congress. These sources are used extensively by scholars and teachers throughout the world.

The Libraries have embarked on a program to develop information and publication retrieval programs which facilitate the exchange of information with other research libraries.

Typical of its activities are the cataloging of American portraits under development by the National Portrait Gallery and the biological and mineralogical data project for inventory and information exchange being developed for the collections of objects and specimens in the Museum of Natural History.

The direction of the Smithsonian Institution Libraries requires administrative ability, an understanding of modern communication technology, and an appreciation of the process of research and education. The current Director of Libraries' education and experience, including degrees in electrical engineering and business administration, are especially suitable to the management of the Smithsonian's library collection. We believe it essential that this position be upgraded. The competition for directors of research libraries is keen and the salaries are high. The Smithsonian's Director has been approached by two universities in recent months who are offering up to \$35,000 for their director positions, and by five library and information science schools seeking deans, with nine-month salaries of up to \$28,000.

The General Counsel

The General Counsel is a member of the Smithsonian's Secretariat and participates with the Assistant Secretaries in assisting the Secretary in the formulation of all major policies and programs of the Institution. In the implementation of policy, he has final authority for the wide variety of legal matters arising out of the Institution's activities in both its public and private capacities. This involves responsibility for the preparation of legislation and testimony; representation of the Smithsonian in court proceedings; and negotiation of major agreements for mergers with other institutions, for the acquisition or lease of multimillion dollar properties, and for cooperative programs with public and private agencies at home and abroad.

In carrying out these duties, the General Counsel must deal directly with Members of the Congress and their staffs, the Bureau of the Budget and other agencies, leading attorneys in governmental and private practice, and prominent individuals in business, in other educational and charitable institutions, and in private life. He is called upon to represent the Smithsonian at the International Council on Museums and to represent the United States at the International Centre for the Conservation of Cultural Property.

A variety of legal problems arise from both the public and private functions of the Institution. In dealing with these questions, involving every conceivable area of law, a primary and unique responsibility is that of defining and preserving the proper legal relationship between the Smithsonian's operations with private trust funds and those operations funded by Federal appropriations.

The salary level of virtually all other General Counsel positions in the Federal agencies is in the supergrade or executive level category. Comparable positions in the academic community and in private industry also are at the supergrade level.

Information systems

The Smithsonian Institution's Information Systems program is highly dynamic and research oriented. It serves as an interpreter of information problems within the Institution and provides automatic data processing and systems engineering expertise to the museum community. In addition to its own equipment which includes a computer with 131,000 positions of memory, magnetic disc drives with 45 million positions for directly accessible data storage, and a high speed printer capable of 100,000 characters per minute, the Institution has telecommunications access to other computers in Cambridge, Massachusetts, Washington, D.C., and the National Bureau of Standards in Gaithersburg, Maryland.

The program is generally concerned with information retrieval, mathematical computation, and program and management support.

Information retrieval involves the development of information systems for the indexing and retrieval of data. A continuing program of research and development is carried out to provide maximum capability and utility at a minimum cost.

Application of these techniques to the Museum of Natural History led to the development of a system which systematizes the biological specimen data on hand, and for the recording of additional items. The immediate objective of this system is to produce by mid-1970, comprehensive information storage and retrieval systems for biological and geological data.

To aid scientists in interpreting research data, mathematical analysis and computer programming are provided. This analysis ranges from simple correlation and regression analyses to complex multivariate statistical analysis, and from simple formula evaluation to the building of mathematical models which simulate biological phenomena. Systems design and computer programming also process raw data and tabulate the results graphically.

The Smithsonian Information Systems program provides technical services to various museums and scientific information centers, including points in Canada, England, Mexico, and Sweden.

The direction of this program area requires the ability to serve a scientific and scholarly community of many disciplines and to develop computerized systems that are unchartered in scope and complexity. To meet these requirements, it is necessary that the Director's position be in the supergrade category in order to retain a qualified expert in this highly competitive field. The present Director of this program area consistently receives offers for highly paid positions, not only from private industry where salaries of \$30,000 are offered, but also from larger Federal agencies whose programs seem smaller in scope but senior in grade.

Administration and management

Effective administration and management provides the foundation for the Smithsonian Institution's capability for accomplishing its principal programs of education, exhibition, and research. The diversity of these programs, the importance of the national collections and the unrivalled complex of museums and art galleries to millions of visitors, and the dedication of the Institution to works of scholarship—all demand that its administrative management be equally responsive and progressive.

In its responses to opportunities and changes during the past decade, the Institution has endeavored to establish an organization that is focused clearly on its principal programmatic objectives. Accordingly, administrative and supporting services, including such essential services as libraries, publications, and

automatic data processing, are carefully directed in order to facilitate accomplishment of the Institution's main purposes. Scientists, historians, educational leaders and other upper-level professionals are enabled to dedicate their competence to the achievement of academic goals. Only a minimum of administrative action is required of scholars. In these ways, management best serves the high purposes of the Institution.

The position of Assistant for Administration and Management has been established to assist the Secretary and the Assistant Secretary by providing professional management services of the highest order.

As a member of the Secretariat, the Assistant participates in policy determinations and program formulation and serves as a prime advisor to the Secretary and the Assistant Secretary.

He is responsible for the analysis of organizational, managerial, and administrative practices and for the preparation of recommendations to the Secretary through the Assistant Secretary. He is also expected to originate and develop new approaches and concepts to improve the effectiveness of administration and management.

He is responsible for the proper administration of manpower resources (including manpower planning, employment, position control, recruitment and placement); employee performance and utilization (including training, evaluation, and executive development); position classification and pay (including both wage system and the General Schedule); personnel services (including employee-management cooperation, equal employment opportunity, and grievances).

These responsibilities demand an ability to assess the priority of needs within the capabilities of the Institution's resources. He must have an ability for negotiating with the heads of major organizational units and a comprehensive knowledge of interrelationships among the hundreds of distinct disciplines represented in the Smithsonian Institution.

The Assistant is responsible to the Secretary through the Assistant Secretary for participating in the formulation of legislative proposals, the analysis of pending legislation, participating in the preparation of recommendations, and the assembly of materials of justification to serve as the basis for testimony at the Bureau of the Budget and before the Committees of the Congress.

The present Assistant's expertise is in demand by Federal agencies, the academic community, and private industry. He continues to receive offers of positions with Federal, international, and private organizations which command substantially higher salaries, the most recent at a GS-18 salary level. Comparable positions in Federal agencies are all at the supergrade level.

Exhibits

The Smithsonian Exhibits program is responsible for the important tasks of presenting the vast number of objects held in the National Collections and of translating the knowledge of our scientists and scholars in a manner that both educates and intrigues the public.

Designing and constructing exhibits is a field that has been active for over 100 years. But creating an exhibit that truly involves the visitor—that causes him to think and allows him to learn, not simply to look—is a new challenge.

The Smithsonian Institution has met this challenge and has revolutionized many practices in the field of exhibits. Working with scientists at the Bethesda Naval Hospital and at Walter Reed Hospital, our Exhibits staff has perfected the pioneering techniques of freeze drying and skeletal maceration. Formerly used for preserving plasma and bone tissues, these techniques now permit the exhibitions of birds and mammals in a more natural state than taxidermy methods permit.

A few years ago, *Clostridium histolyticum* was known only as a dangerous bacteria that caused gangrene in untreated wounds. This bacteria effectively stripped away the flesh from dead animals. The Smithsonian worked closely with chemists and bacteriologists at Walter Reed to identify enzymes that could control this bacterial action and allow the macerating action to strip the flesh without destroying the cartilaginous material that holds together the skeleton.

The Smithsonian has pioneered in developing the technology that permits museum visitors to touch, smell, hear, and interact with the presentations. Today, the person visiting the Confectionery Shop smells the odor of chocolate; he hears the whistle and smells the burning coal when viewing the Southern locomotives.

The Smithsonian Plastics Shop is known for developing the technology to produce the mammoth Blue Whale, the largest single plastics project of any sort.

The use of cinematography and the application of audio-visual techniques to museum work are the newest areas being explored.

These innovations are recognized by museum specialists across the country and throughout the world.

Exhibits as important educational tools are being utilized by schools and universities throughout the world. The Smithsonian is preparing teaching models for the Medical School of George Washington University. Ninety thousand students in 40 schools across the country used exhibits prepared by the Smithsonian Institution. The Smithsonian participated in orientation courses given for the overseas exhibits coordinators of the Department of State and helped to design and install foreign exhibits for the Department of Commerce.

The Director of Exhibits must possess the creativity and administrative acumen to coordinate the diversified skills embodied in the program. Recognition of this position at the supergrade level is required for adequate compensation of the Director of this vital program.

RECENT LEGISLATIVE ENACTMENTS OF THE CONGRESS BROADENING THE SMITHSONIAN INSTITUTION'S PROGRAMS AND ACTIVITIES

The *Museum of History and Technology* was completed in 1964 to exhibit the Nation's collections relating to American cultural, civil, and military history and the history of science and technology. The Museum maintains reference collections and interpretive exhibitions concerning all aspects of American life in times past. Its professional staff and other historians from all parts of the world perform research leading to the discovery and documentation of materials of historic significance.

In dedicating this Museum, the President stated:

"The gathering of knowledge is the supreme achievement of man.

"Four hundred years ago, Francis Bacon could immodestly declare: 'I have taken all knowledge to be my province.' Bacon would find this new Museum of History and Technology of the Smithsonian Institution to his taste, and to his aims.

"For I believe this new Museum will do that which causes us all to celebrate; it will excite a thirst for knowledge among all the people."

The *National Collection of Fine Arts* opened a magnificent gallery of American art for public exhibition in 1968.

The *National Collection of Fine Arts*, an original Bureau of the Smithsonian Institution, is dedicated to presenting American creative genius in the field of fine arts. It encourages and develops appreciation of American cultural achievement by programs of exhibitions, lectures, publications and research. The international stature of American art is enhanced by United States participation, organized by the *National Collection of Fine Arts*, in major international art exhibitions and through extensive circulation of American art abroad.

The Act approved on March 28, 1958, provided for the transfer of the original Patent Office Building to the Smithsonian and authorized the restoration and renovation of this historic building to house both the *National Collection of Fine Arts* and the *National Portrait Gallery*.

The *Museum of Natural History* is an international center for the natural sciences, maintaining the largest reference collection of anthropological, biological, and geological materials in the Nation. It continues a comprehensive program of original research on Man, plants, animals, rocks and minerals, and fossil organisms. The reference collections and the resident scientists provide an important focal point for cooperative research and educational activities among Federal agencies, universities and other scientific institutions. In recognition of its significant contributions to science and to the public, monumental additions to the existing museum building were completed in 1965 to provide 400,000 square feet of additional laboratory space for the expanding national collections.

The *National Armed Forces Museum Advisory Board* is a Presidentially-appointed body established in the Smithsonian Institution under the provisions of Public Law 87-186, 87th Congress, approved August 30, 1961, to provide advice and assistance to the Regents of the Institution on matters concerned with the portrayal of the contributions which the Armed Forces of the United States have made to American society and culture.

The Advisory Board has recommended to the Board of Regents that the Smithsonian Institution's facilities be expanded to include a *National Armed Forces Museum Park* and that the Institution seek to acquire lands in the Fort

Foot area of Prince Georges County as a site for the museum park. The Board also has recommended that the Institution arrange with the Department of the Interior for joint use of certain facilities of Fort Washington, Maryland, as elements of the museum park.

On October 6, 1967, at the request of the Smithsonian Regents, Senator Clinton P. Anderson (for himself and Senator J. W. Fulbright), introduced Senate Bill S. 2510 which would authorize the Board of Regents of the Institution to acquire the necessary lands. Similarly, on January 25, 1968, Representative Michael J. Kirwan introduced House Bill H.R. 14853, seeking similar authority. Congressional action on legislation to authorize development of this museum is expected to be considered by the 91st Congress.

The *National Portrait Gallery* functions as a museum for the study, research, and exhibition of portraiture and statuary depicting men and women who have made significant contributions to the history, development and culture of the people of the United States. This gallery, the only such institution in the United States, is of national importance as a repository of historical and biographical iconography. By an Act approved on April 27, 1962, the gallery was established in the Smithsonian Institution.

In a related action, the Act approved on March 28, 1958, provided for the transfer of the original Patent Office Building to the Smithsonian Institution and authorized the restoration of the building to house the National Portrait Gallery. In October 1968 the National Portrait Gallery was formally opened by the President for the enlightenment of the public and the scholars of the nation.

In 1955 the Smithsonian Institution received authority from the Congress to make use of certain foreign currencies held by the United States abroad in excess to its needs. More than forty institutions of higher learning in America have benefited from grants in such excess currencies abroad; more than 100 research projects had been completed or are active; many books, monographs in scholarly and professional journals, and studies have enriched the cultural and scientific scene not only in America but in the world at large. In its fourth year, the *Smithsonian Foreign Currency Program* has become a major source of support for American universities, museums, and research institutes carrying out such work overseas.

On June 23, 1965, the President approved the transfer to the Smithsonian Institution for use as a museum and art gallery, the building located at Pennsylvania Avenue and 17th Street, NW. This building was originally designed as an art gallery for W. W. Corcoran by James Renwick, who also designed the Smithsonian Institution Building. It was occupied by the Corcoran from 1869 to 1897 and was acquired by the United States in 1901.

In a letter addressed to the Secretary, the President said:

"No more appropriate purpose for the building could be proposed than to exhibit, in the restored gallery, examples of the ingenuity of our people and to present exhibits from other nations, whose citizens are so proud of their arts."

Restoration of the *Renwick Gallery* is well under way and is expected to be completed during 1969.

In accordance with the terms of a Joint Resolution approved August 13, 1965, the President as the presiding officer of the Smithsonian Institution issued a proclamation to announce the occasion of the celebration of the bicentennial of the birth of James Smithson and to designate September 17 and 18, 1965, as special days to honor James Smithson and the accomplishments of the Institution which bears his name.

In his remarks at the *Bicentennial Celebration*, President Johnson said:

"Yet James Smithson's life and legacy brought meaning to three ideas more powerful than anyone at that time ever dreamed.

"The first idea was that learning respects no geographic boundaries. The Institution bearing his name became the first agency in the United States to promote scientific and scholarly exchange with all nations in the world.

"The second idea was that partnership between Government and private enterprise can serve the greater good of both. The Smithsonian Institution started a new kind of venture in this country, chartered by act of Congress, maintained by both public funds and private contributions. It inspired a relationship which has grown and flowered in a thousand different ways.

"Finally, the Institution financed by Smithson breathed life in the idea that the growth and the spread of learning must be the first work of a nation that seeks to be free.

* * * * *

'We must move ahead on every front and every level of learning. We can support Secretary Ripley's dream of creating a center here at the Smithsonian where great scholars from every nation will come and collaborate.'

The *Smithsonian Tropical Research Institute*, located in the Panama Canal Zone, conducts and supports basic biological research, education, and conservation in the tropics. It performs these functions in several ways: by the scientific research of its own staff; through the maintenance of a natural biological reserve on Barro Colorado Island; through operation of research facilities, including both terrestrial and marine laboratories, open to visiting scientists and students; by directing and supporting the education and training of students at all levels from undergraduate to postdoctoral; and by providing technical and scientific information and counsel to other institutions, both private and Governmental.

Public Law 89-280, approved on October 20, 1965, increased the amount of the authorization for annual appropriations, essential to the administration of the laboratory and other educational and research facilities.

By an Act approved on July 18, 1966, Public Law 89-503, the Attorney General was authorized to transfer to the Smithsonian Institution title to objects of art formerly in the custody of the Attorney General, from the *Von der Heydt collection*.

The *National Air Museum* was established by Public Law 79-722 on August 12, 1946, to memorialize the national development of aviation; collect and display aeronautical equipment of historical interest and significance; serve as a repository for scientific equipment and data pertaining to the development of aviation; and provide educational material for the historical study of aviation.

By Act of July 19, 1966, the original law was amended to add the field of space flight and space history to the province of this Museum and to change the name to the *National Air and Space Museum*. The Act also authorized the appropriation of funds for the construction of the Museum.

This Museum is the Nation's center for exhibition, education, and research in the history and principles of air and space flight and represents an unparalleled resource for research in aviation and aerospace history; in flight science and technology; in the contributions of flight to the economy and culture of the United States; and in the pioneering efforts of early aviators and astronauts. It is continuously acquiring, preserving, and documenting historically and technologically important objects and records resulting from air and space research, development, and exploration. Drawing upon its collections, the Museum produces exhibits and displays portraying the past, present and future of aeronautics and astronautics in America.

Funds have been appropriated for the preparation of plans and specifications for the Museum, for which a three-block site on the Mall has been reserved by Act of Congress.

The *National Museum Act* of 1966 recognized the cultural and educational importance of museums to the Nation's progress and the need to preserve and interpret the Nation's heritage for the enrichment of public life in U.S. communities. It authorized the Smithsonian Institution to undertake cooperative studies of museum problems and opportunities, engage in cooperative training programs for career museum employees, prepare and distribute significant museum publications, research and contribute to development of museum techniques and cooperate with Federal agencies concerned with museums.

On November 2, 1966, the President approved Public Law 89-734 which provides for compensation at *Executive Salary Act levels* for four administrative positions of the Smithsonian Institution. This Act fixes the compensation of the positions of Assistant Secretary (Science) and Assistant Secretary (History and Art) at the rate for Level IV of the Federal Executive Salary Schedule, and fixes the compensation of the positions of Director, U.S. National Museum, and Director, Smithsonian Astrophysical Observatory at Level V. These positions are now classified at the levels of comparable positions in Federal agencies.

By an Act approved on November 6, 1966, the Smithsonian Institution was authorized to negotiate agreements granting concessions at the *National Zoological Park* to nonprofit scientific, educational or historical organizations. The net proceeds of such organizations gained from these concessions are to be used exclusively for research and educational work and to provide "for advancement of science and instruction and recreation of the people" in keeping with the statutory charter of the National Zoological Park.

By the Act of October 4, 1961, the Board of Regents was authorized to undertake a *capital improvement program at the National Zoological Park*. The improvement program will modernize the exhibition facilities, eliminate automobile traffic

through the Park, and provide facilities for a program of zoological research. The redevelopment plan is now in its seventh year.

The *Joseph H. Hirshhorn Museum and Sculpture Garden* will be the permanent home of the collection of art donated to the Smithsonian Institution for the benefit of the people of the United States. This museum will be used for the exhibition, study, and preservation of a unique collection of art, including 7,000 paintings, drawings, and sculptures. The gift consists of American paintings from the latter part of the 19th century to the present and American and European sculpture of the 19th and 20th centuries.

By the Act approved on November 7, 1966, the Congress authorized the use of a prominent part of The Mall in Washington, between 7th Street and 9th Street, Independence Avenue and Madison Drive, as the permanent site for the Hirshhorn Museum and Sculpture Garden. The same Act authorized the construction of the museum and sculpture garden.

On accepting the Hirshhorn collection the President said:

"Washington is a city of powerful institutions—the seat of government for the strongest Nation on earth, the place where democratic ideals are translated into reality. It must also be a place of beauty and learning. Its buildings and thoroughfares, its schools, concert halls, and museums should reflect a people whose commitment is to the best that is within them to dream.

"History will record that Joseph H. Hirshhorn has now joined the select company of James Smithson, Charles Freer, and Andrew Mellon, whose earlier contributions to the Smithsonian Institution have so enriched the cultural life of the Nation and its Capital City."

Funds were appropriated in the fiscal year 1968 for the preparation of plans and specifications for the Museum and Garden. Public Law 90-425 approved on July 26, 1968, provided an appropriation for the first phase of construction of the museum and also provided contract authorization to complete construction.

Josiah K. Lilly died in May, 1966, leaving a substantial estate. Included in the estate of *Josiah K. Lilly* was a unique and valuable numismatic collection of approximately 6,125 gold coins. This collection has been described as the greatest gold coin collection ever assembled by one person or ever likely to be assembled again. It contains superb examples of coinage of practically all nations from ancient to modern times. The collection includes the following principal categories of coins:

United States Colonial, Territorial and Confederate items, including examples of every gold coin minted by the United States with the exception of one \$3.00 gold piece, of which only one exists. About 1200 individual items.

Central and South American coinage comprising about 1200 items.

Coinage with European origin from the age of Pericles in Greece through the Roman Empire; the British sovereigns, and examples of coinage of other European countries, comprising about 2500 items.

Chinese and oriental coinage consisting of about 300 items.

Following Mr. Lilly's death in May 1966 it was suggested that acquisition of the gold coins by the Smithsonian would be most appropriate in view of the national character of its complex of museums, its dedication to the history and scholarship of numismatics, and the millions of citizens who come to its educational and cultural exhibits each year. It was determined that the only feasible means of preserving this unique collection for the Nation was the enactment of legislation by the Congress to permit the Smithsonian to acquire the collection through a reduction of the estate's Federal estate tax liability in the amount of the fair market value of the collection.

Private Law 90-250 provides such a credit to the Lilly estate against its obligation for Federal estate tax and for delivery of the collection to the Smithsonian. The collection was received on June 13, 1968.

The addition of the Lilly collection to the Smithsonian's numismatic displays makes the national collection second to none in the world. The collection will be of the greatest interest and educational value to the millions of citizens who visit the Mall now and in the future. It will also be preserved as an invaluable and irreplaceable part of the scholarly resources which contain the clues to the unsolved mysteries in the history of man in society.

Enactment of legislation to establish a *National Memorial to Woodrow Wilson* represents the culmination of an effort which began when Congress, by a Joint Resolution in 1961, established a Commission to recommend a permanent memorial to Woodrow Wilson in the District of Columbia.

Since 1965, President Johnson has supported the efforts of the Smithsonian Institution and of other interested scholarly organizations, universities, and public agencies to establish in the Nation's Capital an International Center for Scholars. At the Smithsonian Bicentennial celebration in September of 1965, the President stated: "We must move ahead on every front and every level of learning. We can support Secretary Ripley's dream of creating a center here at the Smithsonian where great scholars from every nation will come and collaborate."

Encouraged by this support, the Secretary of the Smithsonian Institution joined with the Secretary of State, the president of Princeton University, and a number of others in testifying before the Woodrow Wilson Memorial Commission and urging that such a Center should be the Nation's memorial to Woodrow Wilson.

In 1968, at the request of the President, the Smithsonian Institution submitted legislation to establish within the Smithsonian Institution the *Woodrow Wilson International Center for Scholars* as a living national memorial to the 28th President of the United States. It provides for the appointment of scholars from the United States and abroad, for fellowships to such scholars, for the operation of the Center, and for the preparation of plans for the development of necessary buildings and other facilities. The legislation authorizes the establishment and administration of the Center as a suitable memorial to the spirit of Woodrow Wilson, symbolizing and strengthening the fruitful relations between the world of learning and the world of public affairs. The authorizing legislation, Public Law 90-637, was approved on October 24, 1968.

The Act of July 4, 1966, which established the *American Revolution Bicentennial Commission*, included among the ex officio members of the Commission, the Secretary of the Smithsonian Institution. Poised on the middle of the Mall, the Smithsonian has great opportunities to develop programs pointing toward the bicentennial in 1976. We also have invaluable assets for this celebration in our departments of history, in our collections of historic objects, and in our traditional concerns with improving the Nation's cultural and social life. We must do all we can to utilize these assets for the benefit of all but especially for our young people in these troubled times.

GROWTH OF THE SMITHSONIAN INSTITUTION

The growth of the Smithsonian Institution over the past fifteen years is striking. Today, the Smithsonian is acknowledged for its record in basic research and public education in science, the humanities, and the arts. Its collections comprise 62 million specimens and objects of art, science and history. Its libraries and laboratories constitute a national reference center for research.

The Smithsonian's staff of over 350 scientists and historians has established a reputation of excellence. Two hundred to five hundred books, papers and articles are published each year; one hundred and fifty to two hundred post-doctoral research associates, graduate and undergraduate scholars are counseled; assistance on scientific and historical projects is offered to hundreds of professional men and women; over forty universities are assisted in cooperative agreements; and hundreds of inquiries per month from children and scholars alike are answered.

To carry out its programs, the Congress has increased the Smithsonian's personnel from five hundred employees in 1955 to two thousand in 1969, and its operating appropriation from \$3 million to \$26 million. Building space for research, for preservation of the national collections, and for exhibits has more than doubled, from 1.4 million to 3.3 million square feet. The value of the Smithsonian's museum, gallery, and laboratory buildings has increased from approximately \$70 million to over \$168 million. Visitors to Smithsonian activities increased from eight million in 1957 to an estimated nineteen million in 1970.

A graphic presentation of this impressive growth is included with this attachment.

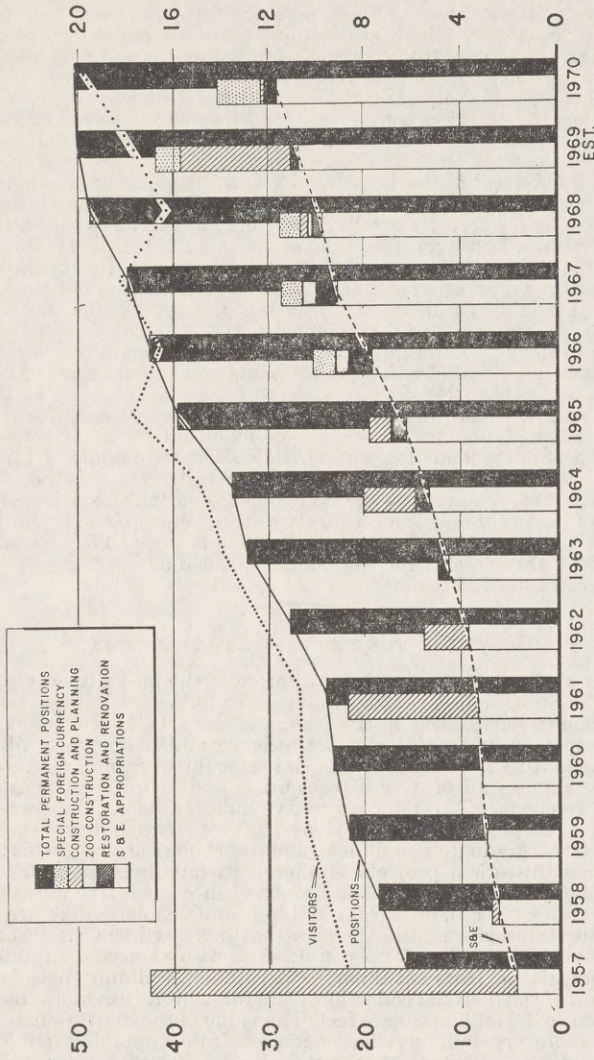
SMITHSONIAN INSTITUTION APPROPRIATIONS

FY 1957 - FY 1970

VISITORS IN MILLIONS
HUNDREDS OF POSITIONS

24

MILLIONS OF DOLLARS

[illegible]

Mr. RIPLEY. I am very grateful because of the peculiar nature of the Smithsonian which seems constantly to need reexplanation and rediscussion.

In summary, I believe that the critical need of the Smithsonian for this legislation is apparent, and that this subcommittee is the appropriate body to consider this need.

Mr. Chairman, your courtesy in listening to this summary of our needs is deeply appreciated, and on behalf of the Board of Regents and the professional staff of the Smithsonian Institution, I thank you most sincerely.

Senator YARBOROUGH. Mr. Secretary, we welcome you before this committee. We congratulate the Smithsonian people and the people of the United States on the efficient and perceptive service that you have given, in carrying out the mandate, both in the traditional form and in broadening the function of the Smithsonian into the other fields within the scope of its activities.

We appreciate the enlightened leadership you have given the Nation. You have great influence, not only on the Smithsonian but on the people as a whole when we count the number of people who go there each year.

There are some questions here that have been given to the committee. Before I come to the immediate questions raised by your testimony, I have another question that may not be exactly on this point. I want to seek your support for my Folklife bill that I have introduced. I think it is the first one introduced in either branch of the Congress—not that I originated the idea. Many people have been talking about this for many years. I have become more and more convinced that it should be created as a branch of the Smithsonian. I hope you look with favor on that.

I think the Fourth of July festival indicates the interest the Smithsonian already has in the project, and we hope that the Smithsonian can support this before mass TV and radio obliterate folklife, before they wipe out the real folklife and substitute the synthetic 30-minute capsule type that has a little more sex and murder in it. They have to use that to get maximum viewer audiences.

Mr. RIPLEY. I agree with you, Senator. I think we have pioneered in establishing this folk festival. It has been tremendously successful, as witnessed by the crowds of quiet people who come and watch the performance with awe, amazement, and enthusiasm. I think there is a real need for this sort of thing and as a reevocation of our roots, as a reminder to young America today of the indigenous types of culture which exist and continue to exist in this country, and as perhaps a surcease for the future in this time of toil and travail.

We are deeply interested in your proposal and the regents, in principle would be delighted. I think if we could just modify the bill to incorporate it a little more closely within the normal functional structure of the Institution.

Senator Yarborough. That would be a separate hearing to take that up in. I couldn't forego the opportunity to ask you about it today since it is a matter I am very much interested in. I grew up in a rural area when folklife was the only life we knew.

I will turn the Chair back to Senator Randolph.

Senator RANDOLPH. Thank you, Senator Yarborough.

Senator Fong?

Senator FONG. Dr. Ripley, how many level IV positions have you presently?

Mr. RIPLEY. How many level IV positions?

Senator FONG. Yes.

Mr. RIPLEY. That is at executive level IV?

Senator FONG. Yes.

Mr. RIPLEY. Yes, sir. We have two.

Senator FONG. How many under the quota positions?

Mr. RIPLEY. We have five positions under quota and 20 positions which are nonquota. We have two more created by statutory provisions at the time of legislative enactments.

Let me explain that by saying when the National Portrait Gallery Commission was created the post of director of that gallery was created and authority to fix its compensation was incorporated in the legislative enactment, and when the Hirshhorn Museum was created the post of director of that gallery was similarly incorporated in the legislation. That makes a total of two statutory positions in addition to the 20 nonquotas and five quotas.

Senator FONG. So you have 27 altogether presently?

Mr. RIPLEY. Yes, plus the executive level IV, at which we have two positions and the executive level V at which we have two. Twenty-seven plus four is 31.

Senator FONG. You are asking for nine more?

Mr. RIPLEY. Right.

Senator FONG. How many did you get in 1964?

Mr. RIPLEY. We got one.

Senator FONG. One supergrade?

Mr. RIPLEY. One supergrade, GS-17, as I recall.

Senator FONG. Was that in Public Law 89-734?

Mr. RIPLEY. No. 89-734 was in 1966 when, as a precedent to this bill, Senator, a special bill was introduced which passed before these committees requesting four executive level positions.

Senator FONG. So in 1966 you received four executive level positions.

Mr. RIPLEY. That is correct. Prior to that time we had no executive level positions.

Senator FONG. I see. So you did not get any supergrades in 1966?

Mr. RIPLEY. No, sir.

Senator FONG. And you said that since 1966 the number on your staff had increased by 50 percent?

Mr. RIPLEY. Yes, sir. Since 1964 the number of our staff has increased by 50 percent.

Senator FONG. Appropriations have increased by 100 percent?

Mr. RIPLEY. Right.

Senator FONG. Thank you.

Senator RANDOLPH. Thank you, Senator Fong.

Senator BOGGS?

Senator BOGGS. Thank you, Mr. Chairman.

I think the questions I had in mind have been well covered by Senator Fong.

Dr. Ripley, I was wondering if you could put in this record a detailed list of the 20 programs which have been added by legislation in these past few years. You mentioned 20 programs and you say includes the following, but you don't list them in detail.

Mr. RIPLEY. They are in the attachment which I requested be included in the record.

Senator BOGGS. Oh, are they? I haven't had time to look through it.

Mr. RIPLEY. We have gone into that in depth because we are anxious to show that the Congress has asked us to perform these tasks and we don't feel we have the administrative muscle to administer them. I will enter the summary as requested.

Senator BOGGS. Thank you.

Thank you, Mr. Chairman.

Senator RANDOLPH. Thank you, Mr. Boggs.

(The summary entitled "Broadening of Programs" follows:)

SUMMARY

BROADENING OF PROGRAMS

Museum of History and Technology.—A major new museum building opened in 1964 with a broadened curatorial program, receiving over 5 million visitors annually.

National Collection of Fine Arts.—A major gallery of art now conducting a substantially broadened program of exhibition and art appreciation in the recently renovated Fine Arts and Portrait Galleries Building, opened in 1968.

Museum of Natural History.—Another major museum possessing one of the greatest collections of specimens in the field of natural history, now housed in the monumental Additions to the Natural History Museum Building, completed in 1965.

National Armed Forces Museum Advisory Board.—Created by Act of Congress in 1961, this organization was directed to prepare site studies and preliminary plans for the establishment of a National Armed Forces Historical Museum and Research Center in the vicinity of Washington, D.C.

National Portrait Gallery.—Created by Act of Congress in 1962, the National Portrait Gallery in 1968 opened a distinguished collection of portraiture of the men and women who have made significant contributions to the history and development of this country.

Foreign Currency Program.—By the Act of 1965 and subsequent appropriation enactments, a program of archeological and other research was authorized to be undertaken by American universities in certain foreign countries where excess foreign currencies are on deposit.

Renwick Gallery.—By the Act for fiscal year 1967, funds were appropriated to the Smithsonian for the restoration and renovation for this recently acquired art museum building, to be used as a gallery of arts, crafts and design.

Smithson Bicentennial.—On August 13, 1965, the Congress by Joint Resolution authorized the President to issue a proclamation signaling the celebration of the Bicentennial of the birth of James Smithson, benefactor of the Smithsonian. The President called for international cultural exchanges and for the creation of a center for scholarship in the Nation's Capital.

Smithsonian Tropical Research Institute.—In 1965 Congress increased the authorization for appropriations for research in tropical biology at the Institution's laboratory in the Panama Canal Zone.

Von der Heydt.—The valuable Von der Heydt collection of art, primarily jade, stone, and bronze objects, was authorized in 1966 to be acquired by the Institution from the Department of Justice.

National Air and Space Museum.—Authorized as the National Air Museum in 1946, this museum was reauthorized to add to its charter the field of space science and exploration. In 1958 the Congress authorized the preparation of plans and designated a three block site on the Mall for this Museum. In 1964 and 1965, Congress appropriated funds for the preparation of plans and specifications. In 1966 the Congress provided an authorization for a construction appropriation, to be undertaken at such time as military expenditures in Vietnam are substantially reduced.

National Museum Act.—In 1966 the Congress authorized the Smithsonian to undertake cooperative programs with other museums in training, education, publications and development of museum techniques.

Executive Salary Act.—Recognition of its broadened programs was given to the Institution in 1966 by Congressional enactment of authorization to establish four positions under the Executive Salary Schedule.

National Zoological Park.—To modernize the exhibition facilities, eliminate automobile traffic through the Park, and provide facilities for Zoological research, the Congress in 1961 authorized the undertaking of a ten-year capital improvement program at the National Zoological Park. By Act of 1966 the Congress authorized the negotiation of agreements granting concessions to nonprofit scientific, educational or historical organizations, the net proceeds to be used exclusively to provide for the advancement of science and the instruction and recreation of the people.

Joseph H. Hirshhorn Museum and Sculpture Garden.—By Act of Congress in 1966, the Joseph H. Hirshhorn collection of art was accepted on behalf of the Nation. This Act also authorized the construction of a museum and sculpture garden on the Mall as well as an appropriation of \$15 million for its construction. Funds to initiate construction are now available.

Josiah K. Lilly Collection.—Legislation enacted in 1966 permitted the Smithsonian Institution to receive the irreplaceable numismatic collection of approximately 6,125 gold coins from the Lilly collection.

Woodrow Wilson International Center for Scholars.—The Act of 1968 established within the Smithsonian the Woodrow Wilson International Center for Scholars. It provides for the appointment of scholars from the United States and abroad, fellowships, operation of the Center, and for the preparation of plans for the development of necessary buildings and other facilities.

American Revolution Bicentennial Commission.—The Act of 1966 provides for the establishment of the American Revolution Bicentennial Commission, including the Secretary of the Smithsonian Institution as an ex officio member. The duty of the Commission is to prepare a program for commemorating the Bicentennial of the American Revolution.

Preservation of Historic and Artistic Contents of the White House.—The Act of 1961 provides that designated articles of furniture, fixtures, and decorative objects of the White House, when not in use, shall be transferred to the Smithsonian Institution for care or exhibition.

John F. Kennedy Center.—The Act of 1958 and subsequent amendments created the John F. Kennedy Center for the Performing Arts as a bureau of the Smithsonian Institution. It is administered by a separate Board of Trustees.

Policing of Buildings and Grounds of the Smithsonian Institution.—The Act of 1964 authorized special police enforcement powers for policing the buildings and grounds of the Smithsonian Institution.

Smithsonian Astrophysical Observatory.—Recent appropriation acts have made possible a broadened research program at the Astrophysical Observatory, with headquarters in Cambridge, Massachusetts, and observation stations in a number of locations.

Senator RANDOLPH. Mr. Ripley, if Congress approved this bill, would you expect to surrender positions that have previously been allocated to the Institution by the Civil Service Commission? Do you anticipate that these positions will be in addition to those already allocated?

Mr. RIPLEY. These positions would be in addition, because, in effect, we have not received any of the requests for quota supergrades that we have asked for.

Senator RANDOLPH. I would like to ask you further what exactly do you feel that you could gain for the Institution—from a personnel standpoint—by having access to nongovernmental funds?

Mr. RIPLEY. I am not sure that I understand what you mean, Mr. Chairman.

Senator RANDOLPH. Well, there is some feeling in the Congress that the Smithsonian has—to use a trite expression—a lot of money; and that it doesn't need any help from the Congress in large sums because of private funds that are available. Would you comment on this?

Mr. RIPLEY. We have an income of \$1.3 million a year from our investment and it would be rather difficult to administer an enterprise involving 3 million square feet of space with \$1.3 million a year, plus

\$60,000 interest on the \$1 million which the Treasury of the United States has acknowledged as its debt to the Smithsonian.

Senator RANDOLPH. I am in agreement with you. I wanted the record to show exactly the situation.

Where do your trust funds originate?

Mr. RIPLEY. They have originated entirely in gifts and bequests from individuals over the years. For example, the Freer Gallery of Art was accepted by the Regents and by the U.S. Government in permanent trust as part of the Smithsonian Institution with a sum of money left by Mr. Freer to found that gallery, together with a small sum of money in trust as an endowment. By very prudent and careful handling of that money, the original \$1.9 million has grown to about \$19 million. With the interest from that trust, the administration of the Freer Gallery was undertaken.

That is an example of the kind of gifts or bequests which have come to the Smithsonian, and therefore have come to the Nation over the years, because of the fact of the existence of the Smithsonian. Without the Smithsonian being in existence, I don't quite see how the Nation could administer or could have received such gifts and bequests.

More recently, the Hirshhorn gift of some \$40 million worth of art has been made possible because of the existence of the Smithsonian, because of the long and honorable tradition of stewardship by the Institution, and its receipt of moneys from the Congress for the administration of these matchless gifts.

It may be interesting to note that in 1857 the great land and sea collections gathered by the Wilkes and Western Expeditions of the Government came to the Smithsonian Institution. The Congress acknowledged that in order for the Smithsonian to take these collections, it would have to begin giving an annual appropriation to the Institution for their care and maintenance. In the first year, as I recall, Congress appropriated \$3,500. This was the formal start of the U.S. National Museum. Ever since then the Institution has received an annual appropriation from the Congress for administering and caring for what are known as the national collections.

Senator BOGGS. National what, sir?

Mr. RIPLEY. National collections.

Senator RANDOLPH. I believe, Mr. Ripley, that the type information you present is important in the overall thinking that these hearings can reflect to the membership of Congress on the subject of private trust funds—how they are used and their importance to such an institution.

I suggest that you supplement what you have been outlining in these two instances, and that other instances be included in the record.

Mr. RIPLEY. We would be very happy, Mr. Chairman, to include a description of these mysterious and enigmatic private funds which make us seem so rich in the public eye.

(The aforementioned description follows:)

FINANCES OF THE SMITHSONIAN INSTITUTION.—FISCAL YEAR 1969

The Institution derives its financial support from both federal and private sources. These include annual appropriations from Congress for operating expenses of the various Smithsonian museums, its educational and research centers, and its separate program of academic grants for overseas research projects financed from "excess" foreign currencies. Federal appropriations are also re-

ceived for construction programs and, through the government of the District of Columbia, for support of the National Zoological Park. Substantial funding is received also from federal agencies and private institutions in the form of research grants and contracts, of which a large part goes to the Smithsonian Astrophysical Observatory in Cambridge, Massachusetts. Finally, private endowments and gifts support the Freer Gallery and numerous other specifically identified exhibition, educational, and research areas and provide relatively small but highly important added financing of new, innovative programs which have led to forward-looking improvements for the whole range of Smithsonian activities.

For the year ended 30 June 1969, financial support for Smithsonian operations was received as follows:

Federal appropriations:	
Salaries and expenses: Normal activities-----	\$26, 443, 000
Special foreign currency program-----	2, 316, 000
District of Columbia: Operation of National Zoological Park-----	2, 528, 000
Research grants and contracts (Federal and private)-----	¹ 11, 400, 000
Private funds:	
Gifts (excluding gifts to endowment funds; entire amount restricted to specific projects and hence unavailable for general operating purposes)-----	¹ 1, 630, 000
Income from endowments and current fund investments-----	¹ 1, 358, 000
Total-----	45, 675, 000
Federal appropriations to finance construction projects:	
National Zoological Park-----	300, 000
Restoration and renovation of buildings-----	400, 000
Toward construction of Joseph H. Hirshhorn Museum and Sculpture Garden-----	² 2, 000, 000
Total-----	2, 700, 000

¹ Preliminary, subject to audit.

² In addition, \$12,197,000 as contract authorization.

Smithsonian endowments had a total March 31, 1969 market value of \$32,-900,000. One-half of these endowment funds is dedicated to support of the Freer Gallery and another one-quarter is designated for support of other valuable endeavors in specific fields of research and education. The remaining quarter is unrestricted as to use of income; together with other investments in current fund accounts it produces about \$365,000 of income annually.

These private funds permit the Smithsonian to introduce improvements in exhibit techniques, experimental museum programs, and modernizations such as the use of computer operations. Additional private funds are needed to expand these efforts beyond the necessarily limited steps which can be taken with federally appropriated monies. They would permit, for example, the development of information-retrieval systems for library and museum collections, added research studies in such newly developing fields as oceanography, ecology, and radiation biology, and added emphasis upon museum training and education. The results would be disseminated to the benefit of other museums and educational institutions throughout the nation.

Mr. RIPLEY. It is a curious coincidence that the Congress accepted the Smithsonian trust fund, proceeded rather effectively to lose it, and then recognized this perpetual debt of \$1 million at 6 percent. We wish subsequently that we had the opportunity to invest the \$1 million because I suspect that the \$1 million in 1849 or 1850 would have added to considerably more by this time and it might well be that our need for annual appropriations would be somewhat less.

However, in its wisdom, the Congress decreed that we have a perpetual income from the Treasury of the United States of \$60,000 a year. So we do have that as well as this income from our private funds which we have managed to husband fairly effectively, I think,

over the years. But I should remind you that beginning in 1857 the Congress accepted the responsibility of affording the Institution an annual appropriation for administering these national collections. It is these national collections which form the gems in our diadem, and which have encouraged private donations of very considerable magnitude. The most recent donation was Mrs. Marjorie Merriweather Post's decision to give to the Institution her house in Washington, D.C., on her death, with a permanent bequest allowing us to administer it without any cost to the U.S. Government.

This is an example of good stewardship and an example which is an encouragement to others to think of the Institution as a network of interrelated bureaus and activities, both private and public, which are administered in this unique form.

Senator RANDOLPH. Mr. Ripley, I feel it is very important to stress that philanthropies of the type you have indicated are given through personal desire of a citizen to aid the Smithsonian Institution or other institutions such as the National Gallery of Art, and others which you have mentioned.

I hope that it never becomes old fashioned or goes out of date, even with the so-called bigness and complexity of Government, to encourage people to be part and parcel of Government from the standpoint of the interest which you have indicated here.

Senator Hollings, do you have a question for Mr. Ripley?

Senator HOLLINGS. No, thank you, Mr. Chairman.

Senator RANDOLPH. We are glad to have Senator Burdick and Senator Moss present. In fact, we have seven members. I think it is the importance of your subject matter which appeals to our members.

Senator Burdick, we are talking about the Smithsonian Institution's need for some additional help in staffing that agency. Would you have any comments?

Senator BURDICK. Not at this time. I will read the testimony very carefully, and give it due consideration. I might say that the three of us have just arrived from another committee. We would have been here earlier, otherwise.

Senator RANDOLPH. Senator Moss?

Senator MOSS. I have no comment at this point, Mr. Chairman. I would be glad to follow what the record shows.

Mr. RIPLEY. I think the committee may be interested, Mr. Chairman, in one of the positions which we are asking for, which is for a Director of American Studies. I should point out that in 1976—it is unnecessary to remind us that year has a certain bell-like ring because that would be the 200th anniversary of the American Revolution, and we feel that the Smithsonian should have a rather lead activity in preparing for the bicentennial of the American Revolution. I can remind this committee that the Smithsonian was the lead group in Washington in 1876 in preparing for the centennial exhibition which was held, as you know, in Philadelphia. As a result of that exposition and the activities of the Smithsonian some 66 carloads of objects from the Philadelphia Exposition were deposited in Washington in the custody of the Smithsonian, which thereupon received an appropriation of \$250,000 to construct our second building, the old Arts and Industries Building, where all of you know, Lindbergh's plane and other historical objects are. That was built with \$250,000 in 1879

to house these objects which continued to fascinate the American public until the building of our History and Technology Museum, supervised by the Congress, in 1964.

Senator RANDOLPH. I am going to interrupt you and ask why you have not constructed the National Air and Space Museum.

Mr. RIPLEY. Yes, sir. We have an authorization to construct this museum. Unfortunately, the building has been held off until the conclusion of the Vietnam war at the request of the legislative Committee on Rules and Administration and also of the previous and the present administrations.

Senator RANDOLPH. I wanted to make that point, since I have a personal interest, of course, in the ultimate construction of this museum. Public Law 79-722, which was placed in our statutes on August 13, 1946, came about through a bill I introduced. This was the outgrowth of an idea that was brought to me from General Hap Arnold. He came and talked with me about the preservation of our military aircraft. I said to him, after he talked a few minutes: "What about our civilian aircraft? What about our commercial aircraft? I think all our aircraft should be included." And he said that would be agreeable with him. So I introduced the bill and it became law. It has since been amended to include the word "space" as well as air.

I realize the reason why it has not been constructed. I do want the record to indicate this morning that I am appalled by the present facilities where these historic objects, the aircraft particularly, are in the process of certain deterioration. I think that our Nation needs to be concerned with the possibility of too long a delay and the loss of aircraft and other aeronautical objects which will have great impact on generations to come. I am certain of your intense desire to move forward with the actual construction.

Where will this project actually take its structure?

Mr. RIPLEY. Well, I am happy to report, Mr. Chairman, that I am going from this meeting to a meeting with the Architect for the Air and Space Museum this morning. We are planning to erect the building at 4th to 7th Street on the Independence Avenue side of the Mall. The site was authorized by the Congress in 1958, as I recall. We have been reviewing the plans continually because of the incredible difficulties resulting from inflation in construction costs, so that when the building is finally erected, we can build it within some kind of tenable budget. A budget has been suggested for this building but I am quite sure that after the Vietnam war the figure suggested is not going to cover the square footage originally envisaged.

So we will have to review continually and modify the structure to try and fit it into the plan and the budget. But that is where the building will be. It will lie exactly opposite the National Gallery of Art on the south side of the Mall within the same framework of blocks.

Senator RANDOLPH. Thank you, Mr. Ripley.

I note also the presence of Senator Stevens.

Did you have any comments to make at this time, Senator?

Senator STEVENS. No, thank you, Mr. Chairman. I am sorry I was late.

Senator RANDOLPH. I thank all of the members of the subcommittee, who now total 10 persons, are present.

Senator BOGGS. Mr. Chairman.

Senator RANDOLPH. Senator Boggs.

Senator BOGGS. Mr. Chairman, I don't know whether it has been covered, but it would seem to me important to have it in the record, if Dr. Ripley will supply it, just how you would fit in the eight additional positions, to show the need for them. I would presume that the members would expect the committee record to reflect the breakdown on how you use the present 27. It would seem to me to help justify the case if that can be supplied for the record.

Senator RANDOLPH. Senator Boggs, that should be included. I am glad this was mentioned by you.

Mr. RIPLEY. We will be very happy to.

Senator RANDOLPH. You will be willing, Mr. Ripley, to supply us with material requested, even though it is not asked for this morning?

Mr. RIPLEY. Yes, sir.

(The information entitled "Use of Current Supergrades" follows:)

Use of current supergrades

I. Quota (5)	
1. Director, U.S. National Air and Space Museum.....	GS-17
2. Director, U.S. National Museum of History and Technology..	GS-17
3. Director, U.S. National Collection of Fine Arts.....	GS-16
4. Assistant Director, U.S. National Museum of History and Technology.....	GS-16
5. Special Assistant to the Secretary.....	GS-17
II. Nonquota (20)	
1. Director, U.S. National Museum of Natural History.....	GS-17
2. Director, Radiation Biological Laboratory.....	GS-17
3. Director, U.S. National Zoological Park.....	GS-17
4. Head, Office of Oceanography and Limnology.....	GS-16
5. Head, Office of Ecology.....	GS-16
6. Associate Director, Smithsonian Astrophysical Observatory....	GS-17
7. Assistant Director, U.S. National Air and Space Museum....	GS-16
8. Assistant Director, Radiation Biological Laboratory.....	GS-16
9. Senior Research Scientist (Anthropology).....	GS-17
10. Geologist.....	GS-17
11. Research scientist (physicist).....	GS-17
12. Research scientist (physicist).....	GS-17
13. Research scientist (physicist).....	GS-17
14. Research scientist (physicist).....	GS-17
15. Research scientist (physicist).....	GS-17
16. Physical anthropologist.....	GS-16
17. Geologist.....	GS-16
18. Research scientist (physicist).....	GS-16
19. Geologist.....	GS-16
20. Entomologist.....	GS-16
III. By statute (2)	
1. Director, U.S. National Portrait Gallery.....	GS-18
2. Director, Joseph H. Hirshhorn Museum & Sculpture Garden....	GS-18

PROPOSED USE OF POSITIONS PROVIDED BY S. 542

Executive level IV

1. Assistant Secretary of Public Service.....Executive Level IV

Supergrade positions

- Director, Smithsonian Institution Libraries.
- Director, Smithsonian exhibits program.
- General Counsel.
- Assistant for administration and management.
- Director, information systems.
- Director of American studies.
- Director, Museum of man and center for the study of man.
- Cultural anthropologist.

Senator RANDOLPH. Senator Yarborough is, I know, called to another commitment. I have a feeling that he wants to talk again. For the record I want to say that when you talked about history and about 1976, I had a feeling something was stirring because he is a historian.

Senator Yarborough, I don't know if that is what you are going to talk about, but please proceed.

Senator YARBOROUGH. I wanted, Dr. Ripley, to congratulate you and the Smithsonian for what you have been doing over the years, not only for these exhibitions, but what you have done in pioneering in the field of encouraging scientists with your grants to Major Powers. And also the very perceptive action of the Smithsonian in financing Dr. Goddard with his rocket experiments. I have read letters that he wrote to friends. He had no money at all in the 1930's. He couldn't raise money out there in the 1930's. The amounts of money seem appalling now, such small sums of money he had to carry on research.

Mr. RIPLEY. In 1916 the Smithsonian received a letter from Dr. Goddard from Worcester, Mass., and he said he had been unable to receive any funds at all to support his work in rockets and he turned to the Smithsonian because Secretary Langley, one of my predecessors who invented a flying machine, had written in one of his papers in about 1901 saying that he felt rocket propulsion for heavier-than-air craft was a distinct possibility provided the complicated mathematics could be mastered. Dr. Goddard had found this reference and wrote to Dr. Walcott, who then was Secretary of the Smithsonian, who sent him a check for \$5,000.

This was a significant grant and started the series of relationships between Dr. Goddard and the Smithsonian which resulted in his publishing all his significant papers through us and receiving some small grants to the total, I think, of about \$150,000 over the years for his research.

(Discussion off the record.)

Senator RANDOLPH. Thank you, Senator Yarborough.

I must ask your indulgence, Mr. Ripley. We should move through with further witnesses. But when you talk about Mr. Langley, his pioneering, I want the record to reflect that there were persons in and out of Government who were thinking about this problem at an earlier date than 1901.

Mr. RIPLEY. Yes. Well, that was the date when Langley wrote about rocket propulsion, as I recall.

It is extraordinary that the entire spectrum of flight as we know it was accomplished in so few years. My antepenultimate predecessor, Dr. C. G. Abbot, whose 97th birthday we celebrated last month, was in the tower of the Smithsonian observing the first and second Langley flights. That seems almost inconceivable to us that these Langley flights with a heavier-than-air craft, without a person in it, of course—the Wright flight with a man in it followed shortly after—these Langley flights were indeed the first controlled organized flights in the United States. Dr. Abbot, who is still very active and writes on his own research, invented solar tables and thinks he knows a great deal more about the weather than the Weather Bureau. He is very hale and hardy, and had his 97th birthday just this last month.

Senator RANDOLPH. I remember the letter which Thomas Jefferson wrote to D. B. Lee in April of 1822. D. B. Lee was an inventor and he proposed to Jefferson that he join in a project to build a plane. I will place that letter of Jefferson's in the record. I remember it ended with, "With more good wishes than confidence, I am."

Also, in 1893, the first bill introduced in the Senate by a Senator from Missouri. It was introduced by request—it did not have the full support of the sponsor. The bill proposed that we pay \$100,000 to the first person to fly a plane at a certain speed and carry a certain cargo by the first day of January 1900. It is rather interesting, and I will place it in the record.

(The aforementioned letter and bill follow:)

From the
AERONAUTICAL ARCHIVES
of the
Institute of the Aeronautical Sciences

Monticello April 27 - 22

Sir
your letter of the 15th is received, but Age has long since obliged me to withhold my mind from Speculations of the difficulty of those of your letter, that there are means of artificial buoyancy by which ^{man} may be supported in the air, the Balloon has proved, and that means of directing it may be discovered is against no law of Nature and is therefore possible as in the case of Birds, but to do this by mechanical means alone in a medium so rare and ~~unstable~~ ^{unassisting} as air must have the aid of some principal not yet generally known. however I can really give no opinion understandingly on the subject and with more good will than Confidence wish you
{success}

Wm D B Lee .

Th Jefferson

Thomas Jefferson's Letter about Aeronautics

53rd CONGRESS,
2^d Session.

S. 1344.

IN THE SENATE OF THE UNITED STATES.

DECEMBER 20, 1903.

Mr. COCKRELL (by request) introduced the following bill; which was read twice and referred to the Committee on Interstate Commerce.

A BILL

To secure aerial navigation.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Secretary of the Treasury is hereby authorized and
4 directed to pay the sum of one hundred thousand dollars to
5 any inventor, from whatever part of the world, who shall, at
6 any time prior to the first day of January, nineteen hundred,
7 construct a vessel that will, on the verified report of three
8 engineers appointed by the Secretary of War, demonstrate,
9 within or near the city of Washington, the practicability of
10 safely navigating the air at a speed of not less than thirty
11 miles an hour, and capable of carrying passengers and freight
12 weighing a total of at least five tons.

The First Bill Introduced for an Appropriation for Aeronautics
by

The U. S. Government

Senator RANDOLPH. Before Senator Yarborough leaves, I want to just say this in connection with history and the background of such an institution as yours, and the preservation of objects and our heritage in different forms. I only wish, as we think in terms of instructing our youth, that there might be a human touch to the subject of history. It does not now prevail in primary and secondary, in even higher levels of education. When you talk about 1976 you think back to 1776. We rather write off quickly the lives of the 56 signers of the Declaration. We think of them as just persons who affixed their signatures, but we never study those men to find out what kind of men they actually were. Mr. Ripley, what happened to them after they signed their names to that document?

I hope that somehow or other we can do a retooling, so to speak, of our history instruction, because I think young people today need to know these men. Steven Hopkins was ill. Yet he came from Rhode Island to Philadelphia, a very ill man. As he took the pen there was still a snap in his voice as he said, "My hand trembles but my heart does not."

There are hundreds of stories that can be told about such individuals, and they should be woven into our history books. When I studied them I found no such subject matter really covered.

I do this with Senator Yarborough here because he talks so often about the strength of history. Even though it is apart from the subject matter today, I will take a minute to state that these men suffered great personal and material losses because they signed the Declaration of Independence.

There was one man with 13 children, all losing their lives during that period of the Revolution. Researching the lives of these men will show other similar cases. These need to be told to young people today, and older people too. We need to have a sense of the humanness and the strengths of these men and women who brought our country into being, and preserved it, leaving us a heritage which must not be lost.

Are there other questions?

Senator YARBOROUGH. Mr. Chairman, may I have a slight reprise? Thomas Jefferson in 1819, before the first Anglo-American settlements in Texas, said, "The Spanish Province of Texas will be the fairest star in our constellation," and this prediction having come true—
[Laughter.]

Senator RANDOLPH. This has been a most pleasant session. I hope our guests have enjoyed it. I hope they don't feel we have covered too much territory that is not in issue. Even though the Senator from Texas had to retire, I couldn't allow West Virginia to go unnamed.

There in a small town was born Charles Yeager, who opened all the possibilities of space to mankind. He was the first person in the world to fly faster than the speed of sound. That is all I am going to say.

Thank you, Mr. Ripley.

Our next witness is Mr. Elmer Staats, the Comptroller General of the United States.

Mr. Staats, will you introduce those persons who accompany you.

**STATEMENT OF HON. ELMER B. STAATS, COMPTROLLER GENERAL
OF THE UNITED STATES, GENERAL ACCOUNTING OFFICE; ACCOMPANIED BY ROBERT F. KELLER, GENERAL COUNSEL; AND
LAWRENCE J. POWERS, ASSISTANT TO THE COMPTROLLER
GENERAL**

Mr. STAATS. Thank you very much, Mr. Chairman.

To my immediate left is Mr. Robert F. Keller, General Counsel, and to his left, Lawrence J. Powers, Assistant to the Comptroller General.

We appreciate this opportunity to appear before you to discuss our need for additional supergrade positions in the General Accounting Office as a result of current conditions and increased responsibilities associated with our work throughout the Federal Establishment.

We appeared before the Committee on Post Office and Civil Service of the U.S. Senate on March 11, 1968, and recommended for favorable consideration and approval of the Congress an amendment to section 5108(c)(1) of title 5, United States Code, that would increase the total number of positions the Comptroller General is authorized to place in grades 16, 17, and 18 from 64 to 90. The number which we are recommending is the same as that contained in S. 3672, 90th Congress, which was passed by the Senate last year. That same proposal is embodied in section 1(c) of S. 2325 now under consideration and we urge that favorable consideration be given to its enactment.

All of the supergrade positions authorized for the General Accounting Office have been filled. As set forth in our letter to the committee on June 24, 1969, we have urgent requirements for an additional 26 positions to adequately fulfill our increasing responsibilities as follows:

1. Fourteen positions for our accounting, auditing, and investigative responsibilities.
2. Twelve positions for our legal, policy, technical, and administrative functions.

Since 1961, the Federal outlays have risen from \$97.8 billion to over \$190 billion for fiscal year 1970. This represents an increase of about \$93 billion, or about 95 percent in the past 9 years. Although our own outlays have increased from \$40.9 million to an estimated \$63.2 million, or \$22.3 million, this represents an increase of only 54 percent.

The unprecedented number of new social, economic, and health programs which the Federal Government has undertaken in the past few years has required us to place increased emphasis in these areas. We also have been confronted with an increasing workload in other major civilian agencies stemming directly from our growing economy and increasing requirements relating to space research, atomic energy, education, manpower development and training, postal services and operations, commerce and transportation, power and water resources, and other significant activities of Government-wide services.

Similarly, we are faced with concurrent problems of heavily increased responsibilities on the part of our accounting and auditing staff assigned to defense and international activities on a worldwide basis. Increased emphasis has been placed upon all major areas of defense activities, including procurement, supply management, manpower, research and development, facilities and construction, support

services, and management control systems. The magnitude and complexity of the operations of the Department of Defense require that we place extremely heavy responsibilities upon our staff. For example, in the area of procurement alone, the Department of Defense is awarding contracts for weapons systems and related equipment and supplies at the rate of about \$43 billion a year. We necessarily have had to increase our efforts in this area on such matters as acquisition of major weapons systems, pricing of negotiated contracts, contract procurement systems, contract incentives, and contract administration.

Our staff effort involved in carrying out assignments for specific congressional requests has increased from 238 man-years in fiscal year 1966 to 445 man-years in fiscal year 1968; an increase of 207 man-years or nearly 90 percent. These requests have continued to grow this past year and we expect will further increase in 1970.

During the past year and a half we have been engaged in reviewing poverty programs authorized by the Economic Opportunity Act of 1964, as amended, pursuant to the requirements of title II of the Economic Opportunity Amendments of 1967. This represents one of the most comprehensive and complex reviews that was ever undertaken by the GAO and completed within an extremely tight time schedule. Our staff was involved in reviews of the Job Corps, community action, Neighborhood Youth Corps, work experience, Volunteers in Service to America, rural loan program, and the economic opportunity loan program. With the assistance of contractors and consultants, we undertook to assess program effectiveness of the administering agencies, to make cost-benefit analyses of selected manpower programs, to evaluate management information provided and recommended under the economic opportunity programs, and to provide quantitative analyses and advice needed for an objective assessment of management effectiveness of selected programs. Our summary report was submitted to the Congress in March 1969.

Pursuant to a request of the chairman of the Joint Committee on Atomic Energy, we recently completed a comprehensive study into certain factors related to the possible transfer of the Atomic Energy Commission's three gaseous diffusion plants to private ownership. The plants initially were constructed and operated for defense purposes; however, their future use will be primarily to provide enriched uranium for fuel in nuclear reactors of utilities for generating electric power. In examining into the question of possible ownership, GAO identified and discussed some of the factors that would be involved for the consideration of the Joint Committee on Atomic Energy, including:

- The Government's obligations and responsibilities;
- The future demand for enrichment services;
- The economic value of the plants and the effect of plant transfer on the net cash flow to the Treasury;
- The installation of improvements resulting from research and development programs;
- The increase in plant capacity by additions to existing plants and by construction of new plants; and
- The electric power costs for operating the plants.

Another important and complex program we have undertaken is the feasibility study of applying uniform cost accounting standards to be used in all negotiated prime contracts and subcontract defense pro-

curements of \$100,000 or more. Public Law 90-370, approved July 1, 1968, provides that the Comptroller General, in cooperation with the Secretary of Defense, and the Director of the Bureau of the Budget, conduct this study and report to the Congress by December 31, 1969. We have consulted with representatives of the accounting profession and with many types of industries affected, such as electronics, food, aerospace, steel, aluminum, machinery, and scientific instruments. Our study is directed to the feasibility of applying uniform cost accounting standards as a means of enhancing the comparability, reliability, and consistency of cost data used for procurement through negotiated contracts. We are hopeful that our study will develop possibilities for greater consistency in accounting practices useful for Government, industry, and the accounting profession.

Another program we have undertaken is our study of research contracts and grants. The requirement for this study originated in conference report, House Report No. 1970, Department of Defense appropriations bill for fiscal year 1969. In carrying out this study, we performed work in 13 colleges and universities, two hospitals, and two independent, not-for-profit research institutions. Six of our regional offices participated in this study. The objectives of this study include:

- A determination of the feasibility of establishing a uniform formula for indirect costs of research grants and contracts;

- The reasons for the current wide variations on indirect costs;

- The feasibility of cost-sharing in lieu of an indirect cost limitation; and

- The need for revisions in applicable cost principles; and

- The feasibility of having one research grant in lieu of both contracts and grants.

The General Accounting Office is confronted with an increasing workload in practically all the major agencies of the Federal Government. For example, Federal aid to State and local governments is expected to triple in the present decade—from \$7 billion in 1960, to \$25 billion in 1970. The increase in number and scale of Federal aid programs reflects the high priority being given to investments in human resources. Consequently, we have provided for additional audits of new and expanded programs in this important area.

At the end of fiscal year 1968, the Department of Health, Education, and Welfare was operating more than 200 separate programs which were being financed by appropriations of \$13.2 billion and expenditures of about \$28.4 billion from social security trust programs. Similarly, we have had to increase our audits of HEW programs and activities.

With the expansion in the number of Federal programs we have had to necessarily increase the responsibilities of our staff significantly within the past 2 years. For example, in the Civil Division, one of our Associate Directors, a GS-16, is assigned the responsibility for all our work in the Atomic Energy Commission and the National Aeronautics and Space Administration. Another Associate Director, GS-17, is responsible for all work in the Department of Health, Education, and Welfare, whose annual expenditures approximate \$41.6 billion. An Assistant Director, GS-15, is assigned the responsibility for all work in the Department of Transportation.

Each of these major agencies represents an extremely heavy responsibility since both the size and importance of the programs are matters of major dollar impact and congressional interest.

As I mentioned previously, we are faced with heavily increased responsibilities on the part of our accounting and auditing staff assigned to defense and international activities on a worldwide basis.

During the current year we contemplate that nearly 1,300 man-years of our professional staff will be required to make reviews, examinations, and investigations of nearly 250 defense and international major programs and activities. Our reviews of policies, operations, and practices followed by the Department of Defense and the military departments frequently result in finding supporting recommendations to Department of Defense officials for needed improvements in management controls. As a result, during fiscal year 1968, actions taken by these officials on our findings and recommendations resulted in collections and other measurable savings of nearly \$108 million. This savings figure does not take into account many other actions for which no direct dollar savings could be estimated.

The magnitude and complexity of the operations of the Department of Defense require that we place extremely heavy responsibility upon our staff. For example, one of our Associate Directors is responsible for our reviews of all procurement activities in the Department of Defense, including procurement planning, contract awards and negotiations, and contract administration. Apart from these programs, this Associate Director has responsibility for making some 29 reviews and examinations stemming from congressional requests relating to defense procurement matters. For example, we are providing information and assistance to Senate Armed Services Committee, on the committee's investigations into three major weapon systems, the Army Cheyenne helicopter, the Air Force's SRAM air-to-ground missile, and the Navy CONDOR air-to-ground missile.

We have recently taken action to increase our work in defense procurement by over 100 man-years so as to provide the Congress with current data and information on the development and procurement of major weapons systems relating to cost overruns, slippages, performance specifications, and delivery schedules.

There is an urgent need to provide additional assistance in these areas of heavy responsibility not only to provide us with a balanced audit effort, but with a capability to be responsive to congressional interest in the significant programs and activities.

Aside from our need in the accounting and auditing operations, we also have an urgent need to provide 12 additional supergrades for our legal, policy, technical, and administrative functions.

Most of these positions will be used to fulfill our basic statutory responsibilities relating to the development of policies, principles, and standards, and the conduct of evaluation studies relating to Government programs, including the complex areas of financial management improvements, automatic data processing operations, and Federal-State-local relations.

Because of the specialized nature of these various fields, it is essential for us to provide promptly the kind of leadership and technical consulting assistance to the Congress, other Federal agencies, and our operating divisions that is needed.

We have greatly stepped up our efforts to expedite the further development of financial management systems by the Federal departments and agencies partly in response to recent recommendations of the Subcommittee on Executive and Legislative Reorganization, House Committee on Government Operations, and the recommendations of the President's Commission on Budget Concepts.

I have cited the above examples, since they require leadership of extraordinary creativity and competence if we are to achieve real and substantial progress. As you know we are attempting to increase our capability to assist the committees of the Congress in appraising not only the adequacy of the management of Federal programs, but also the effectiveness or results of these programs. This calls for highly expert staff in all fields of financial and analytical techniques.

The rapid advance of technology, particularly in the automatic data processing field, systems analysis, and statistical sampling, requires us to develop and maintain a capacity to deal adequately with these newer techniques.

We are mindful of the committee's efforts to keep the number of supergrade positions within the general intent of the Congress that they be used to attract and keep the necessary talent and ability in the Federal Government.

We have rigid standards for recommending to the Civil Service Commission the allocation of positions in grades GS-16, GS-17, and GS-18. We have endeavored to increase our professional capability and productivity to meet the needs of the Congress and more effectively discharge our statutory responsibilities.

By experience, we have determined that staff members recruited from colleges and universities develop rapidly to positions of responsibility and maintain the high professional standards required in our work.

In recent years we have recruited an average of approximately 350 graduates of very high quality from some 200 colleges and universities throughout the country. We have been able to achieve a net average increase of about 100 per year.

We believe that with our workload increasing in nearly every category of Government activity we must keep our organizational and administrative arrangements on a sound basis to keep pace with our changing needs. This includes the allocation of positions commensurate with the responsibilities our professional staff must assume.

While our senior professional staff in grades GS-12 through GS-15 has increased from 983 on June 30, 1961, to 1,689 on June 30, 1969, we have, during the same time, been able to reduce our overall staff from 4,990 employees to 4,544, or a net reduction of 446 employees. We believe it essential that we continue to make progress in developing and maintaining a highly competent and qualified professional staff.

The unique and diversified experience attained by our staff makes them unusually attractive to other Federal agencies, public accounting firms, and private industry. During the past 8 years approximately 825 of our staff have transferred to other Government agencies and 400 to public accounting and private industry.

Although 75 percent of these separations generally occur in the early years of their careers, the remaining 300 or so generally leave to accept positions at higher salaries at the time or potentially within the immediate future. Notwithstanding the increased emphasis which we

have placed upon the challenging career opportunities with our Office, we can reasonably expect to lose each year about 100 staff members to other Government agencies and 50 to public accounting and private industry.

The nature and complexity of our work requires a high degree of professional ability and competence which limits the kinds of people with adequate experience that we are able to recruit from outside sources at our salary standards.

I am particularly concerned over our limited ability to meet the competition for talent and I do hope you find our justification sufficiently adequate to favorably consider our request.

Mr. Chairman, as I said at the outset, we were very pleased that the Senate last year approved this request for the General Accounting Office. The measure, as you know, failed of enactment in the House. We are here today to renew our request for the additional grades that were included in the bill last year.

Thank you very much.

Senator RANDOLPH. I believe, Mr. Staats, that in the House there was a rollcall vote on this subject. Am I right?

Mr. STAATS. I am not——

Senator RANDOLPH. Well, at least we will have the record mention that the House failed to act.

Mr. STAATS. I just don't recall.

Senator RANDOLPH. I was trying to recall just what the situation was to see what support and opposition existed in the House.

Mr. MINTON. I want to get this into the record, because the Senate has such a beautiful position on this. The Senate committee in 1967 considered this legislation when you first testified. The bill was defeated on a rollcall vote in the House of Representatives last year. The Senate twice has done its duty.

Senator RANDOLPH. Senator Fong?

Senator FONG. Mr. Staats, would you say that your Department is actually the auditing department of the Government, plus being the financial adviser and fiscal agent for the Government?

Mr. STAATS. Broadly speaking, Senator Fong, the General Accounting Office, I might say, has four basic functions. One of them, as you suggest, has a broad charter under the Budget and Accounting Act of 1921, and under the Budget and Accounting Procedures Act of 1950 to review the operations of any Government agency which receives appropriated funds. In this area we try to select for our reviews those areas which are problem areas, which involve the larger expenditures, and where a general interest is indicated in the Congress for us to examine a particular area.

We have a second function which is of increasing importance. That is to provide assistance directly to the Members of Congress, the committees of Congress, or to the Congress as a whole. For example, I refer to work we did under the Economic Opportunity Act. We had a similar request from Senator Yarborough's committee last year to become more active in the manpower training field, to see what approaches are yielding the best results in that field.

We have been interested in working with the Congress in the military procurement area. This has involved working with both of the Appropriations Committees, the Government Operations Committees, and the Armed Services Committees.

Our work has increased tremendously in this respect. About 100 percent in 3 years, since——

Senator FONG. You mean analytical advice and recommendations?

Mr. STAATS. Yes. We welcome this to the extent of our capability to perform the work. This is, we think, of increasing importance and will probably grow in the future if we are able to provide the kind of assistance needed by the Congress.

The third function, which I referred to in my statement briefly, is to improve the financial management practices of all the agencies. We do this in part because we have the statutory responsibility to approve the accounting systems of the various agencies. Along with that we prescribe the standards under which those systems are developed. On a broader base we have, by statute, a responsibility to cooperate with the Bureau of the Budget, the Treasury, and now the Civil Service Commission has been added because of very important aspects here of training and staff development for financial management positions.

So the four agencies have a cooperative role to play in improving the financial management systems all through the Government. For example, we now have a seven-agency task force which the General Accounting Office is chairing, trying to simplify and reduce the burdens on the grant-in-aid programs on the Government. This involves problems related to accounting, auditing, financial reporting, and funding matters.

We have a fourth function which is also very important, and which Mr. Keller is particularly concerned with as our General Counsel. This function is to render legal opinions on the authority to spend appropriated money. We perform important legal functions insofar as, interpreting the intent of the Congress with respect to authority to spend Government money. We render advisory opinions to the agencies and on occasion to committees of Congress or to Members of Congress. Our decisions here are final on the executive branch, subject to appeal to the courts or to Congress itself.

So these are the four broad functions which the General Accounting Office is charged with carrying out.

Senator FONG. These are very tremendous responsibilities and you are actually responsible for keeping the Government going on an even monetary keel.

Mr. STAATS. That is right, and we hope to make recommendations leading to more efficient and effective Government operations.

Senator FONG. Much of these investigative matters that you have gone into is done on your own initiative, is that correct?

Mr. STAATS. We have authority to take the initiative and we do.

Senator FONG. So it is necessary that you have the best men you can have.

Mr. STAATS. It is my objective, Senator Fong, to build in the GAO the strongest, most professional, and most expert staff that it is possible to build. I think this is the only way the GAO is going to live up to the expectations Congress has had for it over the years.

Senator FONG. Your tenure is 10 years?

Mr. STAATS. No, sir, 15 years. I can not be reappointed. The Comptroller General and Assistant Comptroller General are effectively removed from politics when they fill this position. It is considered a professional staff arm for the Congress.

Senator FONG. And this long tenure is to give you the power and the long experience to really get into these matters?

Mr. STAATS. Experience and independence, both. Yes.

Senator FONG. You said you are suffering from a loss of men going to private business, and also to other Government agencies. Is this a very, very serious thing?

Mr. STAATS. We would normally expect to lose some people, and to the extent that we are losing them to fill key posts elsewhere in Government, we don't feel we are losing the investment we make in these people to the Government as a whole. Where we are unhappy at times is to see individuals move out to private industry or to public accounting organizations where they feel that the Government does not offer the same prospects for a career that they think they see outside. This is the area we feel badly about.

Senator FONG. These men that you are losing, are they in the upper or in the lower grades?

Mr. STAATS. The tendency to lose in terms of the percentage is mostly in the lower grades. That is, an individual leaves government service for one reason or another, military service or family reasons, personal reasons, or the desire to work in public accounting or private industry. This is true all through Government. But we have also had a very heavy turnover in grades 14 and 15 which we think is related to the fact that there are a limited number of openings available to them at the so-called supergrade level.

Senator FONG. You feel with this increase in numbers that you are asking, 26, that this will reduce the number of losses in higher positions?

Mr. STAATS. We think it will.

Senator FONG. You said you had something to do with the placement of the supergrade positions as far as allocating them is concerned? Is that what I understood you to say?

Mr. STAATS. I am sorry. I didn't understand the question.

Senator FONG. In your statement you said that you deal with the Civil Service Commission in the allocation of these supergrade positions.

Mr. STAATS. Yes. Our positions must be approved by the Civil Service Commission as to the particular grade level. We have a separate quota, as you know, in the law but as far as the grade and the qualifications of a particular individual are concerned, they must be approved by the Civil Service Commission.

Senator FONG. You didn't mean that you had the power to say which supergrade positions are to be filled in the other agencies?

Mr. STAATS. No, no. I didn't mean that.

Senator FONG. In your agency?

Mr. STAATS. Just my own agency, that is right.

Senator FONG. I have no further questions.

Senator RANDOLPH. Thank you, Senator Fong.

Senator Boggs?

Senator BOGGS. Thank you.

I just want to congratulate Mr. Staats on his fine presentation. It has been very informative, interesting, and enlightening to me.

While I supported your recommendation before, I am even more convinced, as you have presented it here, of the growth and the need for your request, and I support it this time, Mr. Staats. The question

which occurs to my mind frequently as we work with this big government picture, you have the Bureau of the Budget people. Of course they need more people down there, too, to do the job they are doing. Then, for example, with the Department of Defense, they have so many people working on their appropriations and their procurement, and all that goes into the picture which you mentioned here, and then the GAO people working.

As I understand it now, the GAO just doesn't come in later and look at the problem. You are in there from the beginning, is that correct, like the Bureau of the Budget people?

Mr. STAATS. We are attempting to do that more and more, Senator Boggs. I referred here to the work that we had been doing in the weapons management field. It is essential in our opinion to become involved in those at an early stage. The procurements are so large they cover such a long span of time that your opportunity of effecting improvements and to keep the Congress advised has to come early.

Senator BOGGS. I agree. The problem that bothers me is: is there a lot of duplication between the Bureau of the Budget people and the GAO people?

Mr. STAATS. We have not had any indication that we are in any sense getting in each other's way or duplicating each other's work. For one thing, if the auditing and logistics people of the Department of Defense have made studies in these fields, we have access to those studies for the most part, and try to take full advantage of any work that has been done.

Similarly, we have ways of exchanging information with the Bureau of the Budget. We are looking primarily at the effectiveness of the procurement system, the problem of cost overruns, slippages in performance or in time schedules, with respect to these large weapons systems. We do not get into the question, as the Bureau of the Budget does, as to whether the budget is large enough to permit a particular level of programs to go forward in any fiscal year. We do not consider this to be our responsibility.

We do get requests from time to time from the Appropriations Committee for assistance on particular matters. In fact, we do this a great deal, particularly with the House Appropriations Committee. But we do not have any formal responsibility for reviewing whether or not you need a weapons system to perform a particular military mission, but we do get into the procurement methods, procurement procedures, and the management of procurement. This we regard to be our basic responsibility.

Senator BOGGS. I am glad to have your comments on that, Mr. Staats, because I think they are very important and I do think it is important to get in there early in these large drawn-out weapon systems procurement programs, rather than wait until 10 years later or 3 or 5 years later, to find out some big expensive mistake has been made. I was just concerned with the Bureau of the Budget and all the people in the Department with the supervision that they have, or should have, whether or not there was an overlapping and duplication. I think you have helped me on that.

Mr. STAATS. The Bureau of the Budget—I was with them for many years, as you may know—they do get into the need for these programs, the level of funding for a particular year and for subsequent years. We are more inclined to work with the auditing staff and with the supply

and logistics staff of the Defense Department, and of course we have regional offices which the Bureau of the Budget doesn't have. We have to get our people right into the plants and work with the contractors, as well as the Defense Department.

Senator BOGGS. Thank you very much.

Senator RANDOLPH. Thank you, Senator Boggs.

Senator STEVENS.

Senator STEVENS. Thank you, Mr. Chairman.

Mr. STAATS. Do your people go into analysis of the ability of weapons to perform the function for which they were intended?

Mr. STAATS. We do not try to make an independent judgment. We do try to identify the major problems found in weapons performance and plan to do more of this. If there are indicated questions at the plant level or contractor level we hope to get that information before the committees of Congress concerned at an earlier point of time. There has been a real problem here. Sometimes that information doesn't filter up to all of the levels of the hierarchy in the Defense Department in time to be useful to the authorizing committees.

Senator STEVENS. Have you made any studies to determine how you would take care of the situation where the estimate for the program is so low, thinking of the various items we have had such tremendous increases in the cost of weapons in the past, as proposed to their original estimate? Have your people made studies on those?

Mr. STAATS. We have on a number of systems. This is what is involved on the three that I mentioned we are working on for the Senate Armed Services Committee. We were involved in the C-5A before the recent hearings, and were therefore able to supply a great deal of information to both the House and Senate Armed Services Committees.

We are in the process of developing plans whereby we hope we can provide, at least annually, to the interested committees of Congress and to the Congress as a whole, a report on some 40-odd weapons systems. This is a tremendous undertaking. It is going to require that we set up a special staff in the GAO to do this, but this would be an effort on a more systematic basis to supply the Congress with more current information in the area of cost overruns and slippages, performance, and time schedules.

Senator STEVENS. In doing this are you duplicating some of the contracts that the Department of Defense lets to cross-check their analysis of these various people on systems?

Mr. STAATS. We don't think so. Even if there is some coverage of the same ground by GAO and the auditors of the agency, we think this is in part what Congress intended that we do. You know we are an agency, an arm of the Congress, and the Congress' purpose in establishing the GAO in part was to give it an independent source of information, an independent review capability as a part of the legislative branch. Now, we try to avoid covering the same ground and I think we do that pretty well.

Senator BOGGS. Will the Senator yield on that part?

Senator STEVENS. Yes.

Senator BOGGS. With all this new technology and data processing, does the GAO have to have its set of equipment and the Budget its own, or can we use one set for the benefit of all?

Mr. STAATS. Our concern—well, first I should say we do not have a computer DP capability of our own. We are in the process of trying to develop a system for our own internal management purpose. But our concern with automatic data processing is to be sure that it is managed in the most economical way it is possible to manage it. That is to say, we are interested in the sharing of the facilities, interested in such questions as to what is more economical; to lease it or buy it. We are interested in the maintenance of these computers, whether it be cheaper to contract out for it, or do it inhouse. We are interested in the problem of how you buy the tapes for them. These are the kinds of problems we are concerned with in the computer field as such.

We will be buying a computer just for our own internal management purpose and for use in our audit work. We can use computers very effectively in saving time for our auditors in making their calculations and this sort of thing.

Senator BOGGS. Thank you.

Senator STEVENS. Only one other comment, and that is, I noticed your agency made some quite critical comments about the SBA disaster loan in our State after the earthquake, and my feeling is that your people sometimes become Monday morning quarterback in terms of some of these things. I am not sure that is a real function of your agency as far as the time it was contended. I want to look over that report, but to a great extent people who face some of these problems in the field have the advantage of all the details that your people get, and I think sometimes you are overcritical of the agencies that, say, perform the function.

Mr. STAATS. It is our role to be a constructive critic. We do not undertake criticism for the sake of criticism, but we learn for the future by reviewing what mistakes we have made in the past, and I think it was the intent of the Congress that the GAO make these kinds of reviews of Government operations so that we do learn for the future by reviewing mistakes we have made in the past.

I think there is a legitimate function. We don't take this lightly now in the sense we make criticism just for the sake of making criticism. We try at the same time to offer suggestions for improvement of management organization, areas where we think improvements can be made which will save the Government money and make the programs more effective for the future.

Now we obviously have disagreements with the agencies in many cases, but we find in the majority of the cases where we have been into programs that agencies will agree with us. In fact, the \$230 million of savings which we have reflected in our report for fiscal 1968 represent areas where we went in and made recommendations and where the agencies agreed with us and made changes which you could translate into savings immediately. Many of our reports are a different type. When we go into the Sheridan weapon system, the C-5A, or welfare administration in New York City, where we are now, we are not able to translate these in dollar terms but in a great many of these cases, I would say the majority, the agencies end up agreeing with us in terms of all or substantially all of our recommendations. We give the agencies an opportunity to review all of our reports when they are in draft form and this makes it possible not only for us to be more certain of our facts but also gives the agency an opportunity to state its point of view, because we recognize

that we are not infallible. We recognize there is more than one point of view, but we still would contend that Congress is entitled to both points of view.

Senator STEVENS. Do you suggest legislation to modify the programs when you find that the programs have been effective but may have exceeded the original authorization of Congress?

Mr. STAATS. Yes, we have, and we include these in our annual reports—a kind of a recap of recommendations that we made in individual reports. We put these in the form of a summary each year so that these can all be considered by the Congress at the beginning of the session.

Senator STEVENS. As to the problem your agency mentioned in connection with the SBA program: I think this has been very important up our way. I mentioned that because it just seemed to me that you people were, as I said, second-guessing the man in the field who was trying to implement the policy as he understood it, and it was effective without regard to what your people would have thought. There is no question but the program in Alaska was effective and in effect really saved our State, and our people up there have been quite disturbed over that report. But it does seem to me that when you get into this policy review from an auditing function that is a very touchy field.

I should think that you would have occasion to use more caution and criticize the policy rather than the performance of the weapons system, for instance.

Mr. STAATS. Well, I hope you appreciate the difficult line that you are trying to make here, because while the point of view that you have expressed has been made by a number of people on different occasions, we also get many of the opposite points of view, that we are not critical enough of the operations of the agencies and as to why the GAO was not heard from at an earlier point of time on some of these matters. It is a difficult line to draw, and I think all that we can say is that we try to be fair and constructive, try to get all the facts, but we are still human beings and therefore not infallible.

Senator STEVENS. I just have one more question.

Many of these projects that we get into have been slowed down because of the budgeting process—I think, for instance, some of the dam projects out in the West. Have you ever made any studies as to the increased cost to the Government by virtue of our delay in appropriating funds?

Mr. STAATS. I don't believe we have made any studies solely from that point of view, although it would be quite possible to do this from the point of view of cost of escalation. We do have some difficulty getting some information on the actual inflationary impact on construction and labor and materials. We are attempting to work out something of this kind in the defense areas, because of the argumentation that takes place on how much of this overrun took place because of price increases and how much because of other reasons. We are trying to get better information right now as a part of the work we are doing in the weapons procurement field. I think we could do the same sort of thing in construction, on power, on reclamation and flood control, and other type resources.

Senator STEVENS. It seems to me that costs are going up and some of these projects are actually becoming not only expensive but they are losing their benefit-cost ratio as far as the total authorization process is concerned.

That is all I have. Thank you, Mr. Chairman.

Senator RANDOLPH. Thank you, Senator Stevens.

I think it is important that the Senator from Alaska raises this point with you, Mr. Staats. It gives you an opportunity to explain the process by which you check out these programs and their effect.

I like especially the fact that when you come into the picture you do not attempt to give a final answer. You confer with the agency that has had the responsibility to make the decision. There is in this counseling a give-and-take. That is correct, is it not?

Mr. STAATS. Yes, that, and we follow this process also with contractors if the contractor is involved in one of our reports.

Senator RANDOLPH. Thank you very much, Mr. Staats.

Mr. STAATS. We appreciate your hearing us, Mr. Chairman, and we thank you all very much.

Senator RANDOLPH. Before the subcommittee recesses I will place in the record a statement received from Mr. John F. Griner, president, American Federation of Government Employees.

(Mr. Griner's statement follows:)

STATEMENT OF JOHN F. GRINER, NATIONAL PRESIDENT, AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES

The American Federation of Government Employees, with a dues-paying membership in excess of 310,000, represents over 550,000 Federal employees in exclusive recognition units throughout the United States, in Puerto Rico, in the Panama Canal Zone, the Trust Territories and overseas. Our membership is open to all grades in the Classified Service, the wage board system, the Foreign Service and the Department of Medicine and Surgery, and to all employees paid from non-appropriated funds. Consequently, we are interested in the pay, fringe benefits, classification and job tenure of all Federal employees, including the so-called supergrades GS-16, GS-17, and GS-18.

We endorse the purposes and the goals incorporated in S. 2325, a Bill introduced "by request" by Senator Gale McGee, the Chairman of the Senate Committee on Post Office and Civil Service. We likewise endorse S. 542, a Bill introduced by Senator Anderson, for himself, and Senators Fulbright and Scott to establish supergrades at the Smithsonian Institute.

We are not in a position, of course, to determine whether the number of "supergrades" should be precisely 2,727 as defined explicitly in Section 5108(a) of Title 5 of the United States Code. A number so exact is, of course, a matter for the Executive Branch itself to determine. However, as a result of our growing experience with the problems of staffing the civilian positions in the Federal government, we are in a position to state with confidence that a systematic, comprehensive and continuing review of "supergrades" is essential. This is especially true because of the ever present prospects of intrusion of military personnel, either while in uniform or shortly after "retirement", into top Civil Service grades, including "supergrades".

Executive positions in Federal government service, as in the case of private enterprise, are increasing in complexity and in importance. Whereas the levels of difficulty and the rise in qualification requirements for performing work at the less complex levels may be stated, more or less, in traditional terms, these qualification changes at the most complex level take on more novel features.

It is certainly our own experience that the professional qualities of those who fill top executive positions determine to a very great measure the successful operation of the Federal government, just as they determine the success of a private enterprise.

There is, however, a need for a much more uniform and meaningful definition of qualification standards for these top-level positions in the government. These

standards need to be defined not only for budgetary reasons but also to indicate to the heads of the Executive Branch of our government what kinds of training and promotion programs need to be instituted in the entire Federal service to assure that these top positions are open to career Federal civilian employees.

As to the magnitude of the problems involved, a recent survey by the United Press International news service of the newest employment trends in the Legislative Branch of the Federal government may be of interest to your subcommittee in assessing parallel needs for supergrade positions in the Executive Branch. According to the survey, released by the UPI on July 5, 1969 and printed in The New York Times on July 6, 1969, fully ten members of the total staff of 64 working for the House Appropriations Committee were in GS-18. This is more than 15 per cent. Of 31 employees of the House Armed Services Committee, five were in GS-18. This is more than sixteen per cent. The UPI stated that fully one-third, or thirty-three per cent, of the staff members of the House Foreign Affairs Committee were in grade GS-18.

The high proportion of GS-18 employees working on the critical legislative committees are more than understandable. The issues with which these committees deal are of overwhelming significance to the welfare of our country and to its very survival. In the very same way the Executive Branch needs to be able to attract, to train, to develop and to retain men of the highest qualifications.

Under S. 2325, the number of "supergrade" positions in the normal complement of classified employees would be increased by 150, being raised from 2,577, to 2,727. Other increases relate to the needs of such special organizations as the Federal Bureau of Investigation and the National Security Agency. Thus the normal complement increment is slightly more than five per cent. This increment appears reasonable when one considers the growing technological and administrative problems confronting the Federal government.

With each passing day, however, it becomes also more and more clear that if the use of supergrades as a part and an extension of the classified service is to be effective, it is also necessary to provide opportunities for the promotion of capable career employees into the grades immediately below the supergrade levels. Regrettably, this is not taking place now. Instead, large numbers of persons who are not career civilian employees are being interlarded into GS-13, GS-14 and GS-15 positions. A special problem appears to exist with the use of military uniformed personnel and with the rapid introduction of "retired" military personnel into these GS-13, GS-14 and GS-15 positions.

There should be maximum opportunity for *bona fide* Federal civilian career employees in the grades GS-13 and GS-14 to advance and, upon attainment of GS-15, to receive every possible consideration for promotion to positions classified in grade GS-16. Such a policy would provide a valuable reservoir of candidates for these top level assignments. These are the persons who have had the opportunity to apply their initial and subsequent training to the problems of government and who understand the needs of government in a manner more extensive than an individual can whose experience in, and knowledge of, government is of short or of no duration.

Promotion of incumbent personnel is of major importance to a career system. There should be effective safeguards for maintaining a career service that extends to the highest level for positions subject to the Classification Act. Care in filling positions at those levels will most certainly be reflected in the selection of persons at subordinate levels and their response to the demands of their assignments.

In summary and conclusion, I should like to repeat again that our organization endorses S. 542 and S. 2325. We thank the distinguished Chairman of the Senate Subcommittee on Civil Service, Senator Jennings Randolph, for the opportunity of submitting our testimony.

Senator RANDOLPH. The committee will be in recess until 9:30 tomorrow morning, when we will hear the other witnesses.

(Whereupon, at 12 o'clock noon the committee was recessed, to be reconvened at 9:30 a.m., Wednesday, July 9, 1969.)

2. The second part outlines the various methods and tools used to collect and analyze data. It mentions the use of surveys, interviews, and focus groups to gather information from stakeholders. Additionally, it discusses the application of statistical analysis to interpret the collected data.

3. The third part describes the process of identifying key performance indicators (KPIs) and how they are used to measure the organization's progress. It highlights the need for regular monitoring and reporting on these indicators to management and other relevant parties.

4. The fourth part focuses on the importance of communication and collaboration between different departments and teams. It stresses that effective communication is crucial for sharing information, resolving issues, and achieving common goals.

5. The fifth part discusses the role of leadership in driving the organization's success. It mentions that leaders should provide clear vision, set high standards, and inspire their teams to perform at their best.

6. The sixth part addresses the challenges faced by the organization and how they are being addressed. It mentions the need for innovation, flexibility, and a strong commitment to continuous improvement.

7. The seventh part discusses the importance of maintaining a positive organizational culture. It mentions that a strong culture can lead to higher employee engagement, productivity, and loyalty.

8. The eighth part discusses the importance of staying up-to-date with the latest trends and developments in the industry. It mentions the need for ongoing learning and development for all employees.

9. The ninth part discusses the importance of maintaining strong relationships with external stakeholders, such as customers, suppliers, and the community. It mentions the need for open communication and collaboration with these groups.

10. The tenth part discusses the importance of maintaining accurate financial records and ensuring the organization's financial health. It mentions the need for regular audits and transparent reporting of financial information.

SUPERGRADES

WEDNESDAY, JULY 9, 1969

U.S. SENATE,
SUBCOMMITTEE ON CIVIL SERVICE OF THE
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 6202, New Senate Office Building, Senator Jennings Randolph (chairman of the subcommittee) presiding.

Present: Senators Randolph, Fong, and Stevens.

Staff members present: David Minton, staff director and counsel; Clyde S. DuPont, minority counsel; Charles S. Caldwell, professional staff member; and William W. Miller, printing clerk.

Senator RANDOLPH. Good morning, ladies and gentlemen.

The Honorable Robert Hampton is our first witness. Mr. Hampton, if you will identify yourself and your colleague who will sit with you, we will be pleased to have your testimony at this time.

STATEMENT OF HON. ROBERT E. HAMPTON, CHAIRMAN, U.S. CIVIL SERVICE COMMISSION; ACCOMPANIED BY SEYMOUR BERLIN, DIRECTOR, BUREAU OF EXECUTIVE MANPOWER

Mr. HAMPTON. Mr. Chairman, the man accompanying me this morning is Mr. Seymour Berlin, who is the Director of the Bureau of Executive Manpower and has this almost impossible job of trying to allocate scarcity in terms of supergrades.

Mr. Chairman, I have a prepared statement, but in view of the number of witnesses you have this morning, if it would be helpful to the committee, I will just request that the statement be put in the record and I will try to touch on some of the highlights and we can go to the questioning if it is agreeable with you.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

Senator RANDOLPH. On the record.

We will proceed in the way that you have suggested. Your statement will be placed in the record in full and the subcommittee will study your recommendations, Mr. Hampton. I note that you will focus on the highlights that you believe should be brought to our attention at this hearing.

Mr. HAMPTON. Yes, sir.

(Chairman Hampton's complete statement follows:)

PREPARED STATEMENT OF HON. ROBERT E. HAMPTON, CHAIRMAN, U.S. CIVIL SERVICE COMMISSION

Chairman Randolph and members of the subcommittee: Thank you for the opportunity to present the views of the Civil Service Commission regarding the needs of the executive branch for additional positions in grades GS-16, 17, and 18.

Before talking about the need for additional positions at these grade levels, permit me to provide some perspective to the "supergrade" picture and to the relationship of S. 2325 to this overall picture.

In 1947, Congress first authorized a small number of positions which could be paid above the salary level of GS-15 positions. These were scientific-type positions and were thereafter known as Public Law 313-type positions.

In 1949 Congress authorized 400 positions which could be classified in the newly created GS-16, GS-17, and GS-18 grade levels. This was the birth of the so-called supergrades. This original quota of 400 positions has been increased from time to time by Congress to meet the needs of the service to employ top-level employees to direct and manage new and expanding programs.

In 1962 Congress removed numerical restrictions of professional engineering positions primarily concerned with research and development and professional positions in the physical and natural sciences and medicine from the quota limitation. These became known as the "nonquota" positions. The only restriction on establishing these positions in grades GS-16, 17, or 18 is that the Civil Service Commission find them worth those grades under the standards expressed in law.

Since 1947 the number of "P.L. 313-type" positions, quota positions, and non-quota positions has increased under the aegis of Congress to a total of about 6,500 positions. Of these 6,500 positions, 2,577 or about 40 percent are quota positions.

The primary purpose of S. 2325 is to increase the number of quota positions for use throughout the executive branch.

The number of quota positions (2,577) was last increased in 1966 when Congress authorized 177 positions. While Congress has not approved any further increases in the quota since 1966, it has enacted much new legislation directing and authorizing the establishment of a number of critical new programs and has added new responsibilities to many existing programs.

For example, within the last three years Congress has enacted legislation which established new programs having to do with the nation's environmental problems such as air pollution, water pollution, restoration of urban neighborhoods, and consumer protection.

Congress has also enacted important legislation dealing with secondary and higher education, allied health professions personnel training, health manpower, vocational rehabilitation, programs for the aged, child welfare, and hunger elimination in the area of human needs and development.

Similarly, Congress has enacted legislation dealing with a variety of housing programs, including Federal insurance and equal opportunity.

Typical of the growth in importance of older programs is the increasing concern about the mounting problems in the crime and law enforcement area. Of particular concern here are the rise in juvenile delinquency and drug abuse and the increasing needs of State and local law enforcement agencies for assistance from the Federal Government. One of the steps taken to cope with these problems was the creation of the Office of Law Enforcement and Criminal Justice in the Justice Department. If this new office is to respond effectively to the challenges presented to it, top flight experts and administrators must be made available.

In October 1966 the Congress provided for the establishment of the Department of Transportation. The activation of this new department, which occurred on April 1, 1967, drew together a variety of transportation programs staffed by about 100,000 employees and created an urgent need to provide the agency with top-level administrators and experts. When the original Department of Transportation bill was pending before Congress, the Senate Committee on Government Operations reported favorably on a provision authorizing an additional 45 supergrade positions to be allocated by the Civil Service Commission to the new department.

On September 29, 1966, when the full Senate took up the bill, the then Chairman of the Senate Committee on Post Office and Civil Service offered an amendment which was approved, deleting this provision. He said that in the first part of 1967 his Committee would consider legislation to increase the number of super-

grades to be made available for all Government departments and agencies, including the new Department of Transportation. Legislation increasing the number of supergrades was considered by the Congress in both 1967 and 1968, but was not enacted. Therefore, for lack of available supergrade spaces within the quota limitations, the Civil Service Commission has not been able to meet the vital needs of the new department.

In addition to the supergrade needs of congressionally authorized programs, the President from time to time establishes programs to meet pressing national needs. Two good examples of this are the establishment of the Office of Minority Business Enterprise to stimulate, as its name implies, minority business enterprise and the Office of Foreign Direct Investments to regulate foreign investments by United States citizens in order to improve our balance of payments situation.

This new Administration must have available the executive manpower resources which will permit it to move effectively and quickly to implement its policies and to meet the staffing needs resulting from changes in program emphasis and reorganization.

Since 1966 there have been a number of bills before the Congress seeking an increase in the supergrade quota. In 1967 there was a House bill requesting 245 additional positions. In 1968 a Senate bill proposed an increase of 275 and a House bill proposed an increase of 365. In January 1969 legislation was proposed which would increase the quota by 275 positions. None of these attempts have been successful.

In the absence of this requested legislative relief, we have been able to meet some, not all, of the most pressing needs for supergrade spaces—but with increasing difficulty. We review the entire quota supergrade structure on a continuous basis in order to identify spaces which could be withdrawn from one program to meet the more urgent needs of another program. We have limited our juggling of spaces among programs and agencies to vacant positions. Nevertheless, this robbing of Peter to pay Paul seldom fails to have a detrimental effect on the programs from which spaces are withdrawn.

The new Administration has made its best estimate of the number of additional supergrade spaces which would meet the most urgent, immediate needs of the executive branch. This estimate of needs is incorporated in S. 2325. If enacted, the bill will make available a pool of 150 additional supergrade positions for use throughout the service on the basis of urgency. It also provides for the creation of 72 more positions which are included at the request of the Federal Bureau of Investigation (30), the General Accounting Office (26), and the Library of Congress (16). These three organizations now have their own special supergrade authorities.

Finally, the bill seeks to eliminate an inequity which now exists in the overall provisions governing numerical limitations on supergrade spaces. Because the National Security Agency is not subject to the provisions of chapter 51 of title 5, United States Code (formerly a part of the Classification Act), it cannot take advantage, as other agencies can, of the provisions of 5 U.S.C. 5108 exempting certain professional engineering, natural science, physical science, and medical positions from quotas established by Congress. The National Security Agency is now limited by the provisions of section 4 of Public Law 86-36 to "not more than ninety civilian positions involving research and development functions which require the services of specially qualified scientific and professional personnel."

The National Security Agency is in urgent need of additional top-level positions to carry out its crucial function. Instead of increasing the current numerical restriction to some larger number, the bill proposes to exempt the National Security Agency's top-level scientific and engineering positions from quota limitations and thus extend to it the same authority and flexibility now afforded other agencies under section 5108 of title 5. This proposed change, which was recommended by the Department of Defense, has our concurrence.

The 150 additional supergrade positions which the enactment of S. 2325 will provide represents a considerable reduction from the last request for 275 positions. It might logically be asked why the current request is relatively modest in light of the previous request. Basically, there are two reasons for this:

- (1) This Administration is still in the process of studying, evaluating, and otherwise determining program needs and program direction; and

- (2) The impact of the new salary schedules (which take effect in July 1969) for GS-16, 17, and 18 positions has yet to be evaluated. It falls to us now to study such impact and adjust any future supergrade request in light of this impact.

These 150 positions will fall far short of meeting all of the actual needs of the service. Such a modest increase will not permit us to tackle the inequities which

exist throughout the service because of current quota limitations. A good example of such an inequity is found in the National Labor Relations Board where half of its Regional Directors are at GS-16 and the other half (who hold identical positions) are one grade lower. The 150 additional positions will only permit us to meet the most urgent, immediate needs of the service and thus satisfy the absolute minimum requirements if program responsibilities are to be at least adequately discharged.

On behalf of my fellow Commissioners, I urge that prompt and favorable consideration be given by this Committee to the proposals contained in S. 2325. I want to emphasize again that its enactment will have only a limited effect. It will not meet all established needs for additional supergrade positions. It certainly will not meet additional needs created by future new programs which the Congress may authorize. However, enactment of the bill will make it possible to meet the demands which are most critical at this time.

I will be glad to answer any questions which you may have.

Mr. HAMPTON. I think one of the important things you have to consider, and is essentially what we are talking about today, are the quota positions. There are three types of positions that we are concerned with, and they are the scientific type of positions, or Public Law 313-type positions, and the nonquota positions, and what we are talking about today, the quota positions, of which there are 2,577.

The relief that we are seeking today is a request for 150 quota spaces to be allocated by the Civil Service Commission as well as the creation of 72 additional positions—30 for the Federal Bureau of Investigation, 26 for the General Accounting Office, and 16 for the Library of Congress.

Also in the bill, we are seeking to eliminate an inequity that should not exist in terms of the numerical limitations on nonquota-type supergrades in the National Security Agency. The National Security Agency is now limited by the provisions of section 4 of Public Law 86-36 to not more than 90 civilian positions involving research and development functions which require the services of specially qualified scientific and professional personnel.

The National Security Agency is in urgent need of additional top-level positions to carry out its functions, but instead of increasing the numerical restrictions, the Department of Defense recommended and we are concurring in their recommendation, to exempt the National Security Agency top-level scientific and engineering positions from the quota limitations and thus extend the same authority and flexibility now afforded to other agencies under section 5108 of title 5.

I would like to make clear that the 150 additional supergrade positions that we are requesting certainly is not an answer to the supergrade problem. Since 1966, the Congress has enacted a number of new programs, the President has initiated some new programs and, in addition, we have had the establishment of a new Cabinet department.

As far as the Cabinet department is concerned—when the establishment was being considered, it was requested that 45 positions be made available for that department. This provision was deleted by the chairman of the Senate Committee on Post Office and Civil Service with the idea that positions would be made available by the committee through the general pool.

However, none of the bills that have come up in the last 3 years have been enacted, and we have been unable to meet the needs of this new department.

We are just unable to meet the demands of the departments for supergrade positions to staff new programs. In those cases where—and

there have been very few of them—we have been able to do it we have been juggling spaces by taking away positions from other programs. We have done this only where these positions were actually vacant. But in most every case this created other problems to which there appears to be no solution.

One of the logical questions that everyone asks me is, "Why this reduction from the last request of 275 positions?" I think this is a pretty logical question because 150 is a very modest request in the light of what has previously been requested.

There are two reasons for this: One, that we in the Civil Service Commission have not been able at this point to assess the impact of the new salary schedules, which went into effect July 1969, on the supergrade picture. It falls to us now to make a survey of this impact and to assess our future supergrade needs in the light of this impact.

Another reason is that the administration is still in the process of studying, evaluating, and assigning priorities to the programs as well as determining program direction. We felt we could not come to this committee and say that we needed a particular number of supergrades at this time which would fully satisfy our needs. We know that the 150 that we are requesting will only enable us to meet those most urgent needs.

One of the most distressing facts, I think, about the supergrade picture is that this modest request is going to fall very short of meeting not only the actual needs but will not even permit us to tackle some of the inequities that exist throughout the Service.

A good example of this type of inequity is found in the National Labor Relations Board, where half of its Regional Directors are GS-16 and the other half, who hold identical positions, are one grade lower. There are 30 of these positions, and it just is ironic that 15 of them are held by persons in one grade and 15 others are held by persons, doing the same work, another grade. S. 2325 will not permit us to meet this particular need but only the most urgent and immediate needs.

On behalf of my fellow Commissioners, I request that prompt and favorable consideration be given by this committee to the proposal. Mr. Chairman, I appreciate very much the opportunity that you have given me this morning to present our position. Thank you, sir.

Senator RANDOLPH. Thank you very much, Chairman Hampton.

The Washington Post, in its issue of yesterday, July 8, carried this comment and you may have read it under the subheading, "Political Jobs." More than 80 new schedule C, that would be noncompetitive, non-civil-service jobs have been created by the Nixon administration, while only about 10 have been abolished. Most of the schedule C jobs are in grades 15 and above, paying anywhere from \$21,589 to \$33,495. They include people in policymaking jobs or people who have a confidential relationship to the boss. In the latter category are confidential assistants, secretaries, and even drivers.

Now, has the Civil Service Commission approved for supergrade level such positions if these positions actually are being handled in the way the article indicates? I bring it to attention today because of the current attention in the press.

Mr. HAMPTON. That article is inaccurate. I can give you the exact figure on the number of noncareer executive assistants that have been established for the record. It is either eight or nine all told?

Senator RANDOLPH. Eight?

Mr. HAMPTON. That is right; eight noncareer positions at the super-grade levels. The article I read said these positions were established in grade 15 or above, and that is incorrect. I don't have the exact number, but we will provide it for the record.

Mr. BERLIN. Mr. Chairman, might it help if I indicate that on December 31 there were 459 noncareer and schedule C executives at grades 16 through 18. As of May 31, there were 467, an increase of eight. I believe there were only a handful more established, four or five, in June.

Mr. HAMPTON. The schedule C positions that have been approved are, I would say, more in the nature of secretaries to new statutory appointees, confidential assistants in the field of congressional relations, and in those types of positions that every new administration wants its own people.

The number over the years hasn't fluctuated greatly. It has remained fairly much in the same ball park all the way through.

Senator RANDOLPH. Thank you, Chairman Hampton. I presume that you, acting for the Commissioners, have someone who would provide a statement from the Civil Service Commission which will correct what you indicate is an error in the story that was published.

Mr. HAMPTON. Yes, sir.

Senator RANDOLPH. Thank you. Mr. Chairman, I believe that our subcommittee members will want to study very carefully the super-grade structure as a result of these hearings. I know this is our desire; and it is our duty.

Now, if we are to do that, Mr. Chairman, we will need to have, for our information, a list of all supergrades in the Government, scientific and administrative, the agency assigned, and authority which permitted such a position, and that will be whether it was under Public Law 313 or the quota or other legislative authority.

Now, I think that we should include supergrade rates in agencies which do not come under the general schedule. These you recognize as Foreign Service, Veterans' Administration employees, and so forth. Do you feel that is a proper request from the subcommittee?

Mr. HAMPTON. Yes; I think we have most of that information already gathered in our Bureau of Executive Manpower and we will be glad to provide it to the committee. The only difficulty I might see—and I am not sure—it would be in terms of the Foreign Service positions, but I think State Department will probably have it. We will provide it.

Senator RANDOLPH. You will be the clearinghouse, then, for that information?

Mr. HAMPTON. Yes.

Senator RANDOLPH. Mr. Hampton, you recall in 1967 our committee approved legislation that allocated, I believe, approximately 300 additional supergrades for distribution through the Commission. That bill, as my colleague Senator Fong knows—Senator Stevens was not here at the time—did not pass. The committee, though, did approve it.

Now, there is apparently a substantial reduction in the current request. Since we had this request before us 2 years ago, I feel we should have your reasoning, Mr. Chairman, for the number being less than the 300 requested earlier.

Mr. HAMPTON. Well, the main reason, Mr. Chairman, is the change of administration and responsibility, shifts within the Government, reorganization plans, realignments of the programs, and the significant pay adjustments at these levels. It was my feeling, the feeling of my colleagues, and members of the staff of the Commission, who advised us on this, that we were really not in a position to come up to the Congress and say that we needed a number of supergrade positions at this particular time, nor being able to evaluate the impact of these changed pay rates and not having an opportunity to communicate with the new Cabinet officers and the agency heads as to their specific needs.

We knew, from the requests we had on hand which were urgent and critical in terms of responding to some of the programs that had been passed in 1967 and 1968 and in terms of the immediate needs of the Cabinet officers, that we would need approximately 150 positions. I would like to make it clear that this only will meet emergency needs; it will not clear up some of the inequities in the system and will not meet the total needs of the Government, and I anticipate that after we have had opportunity to make a thorough review of both the impact of new pay rates and the wishes of the new Cabinet and agency heads, that we will be back with a more studied, more carefully analyzed request and a proper justification for it.

Senator RANDOLPH. Thank you, Mr. Chairman. I do not want to be misunderstood, but I say this in a city where rumors are abroad always. There is another rumor about agencies making a concerted effort to cause the retirement of career employees in supergrade levels so that persons could be moved into those positions.

If the rumors are correct, it would be, of course, a concern of the subcommittee. We recognize that when an administration changes, there is need for change in administrative positions in policymaking for the new administration. But we are concerned, Mr. Hampton—and I know you are—with career employees. In the changeover of administrations, whether Republican to Democrat or Democrat to Republican, we think there is responsibility, especially of Congress and this committee and subcommittee, to know if there is adequate protection for career employees. Would you care to comment?

Mr. HAMPTON. First, Mr. Chairman. I have not received any complaints from any individuals who are in this category, that have been asked to retire. I know that even prior to the change of this administration and others, there has been some feeling on the part of management that some people on these jobs should retire; but as far as this type of thing coming about as a result of change in administration, none of this has come to my attention. Certainly, if we have the complaint, we would investigate it to the fullest of our ability to protect the statutory rights of the employee against any arbitrary and capricious action or pressure on him.

I think that one of the greatest things that has happened in terms of easing transition has been the establishment of the noncareer executive assignment and schedule C, which allows a new administration to place its people in the types of jobs that have been excepted for this purpose. I know there are rumors and allegations, but I can only say, if the people will bring them to my attention, I will be glad to investigate them and see that their rights are protected.

Senator RANDOLPH. I think that assurance is important for the record. I believe exactly what you said. Yet I felt the question should be asked so you might, if you did not know that rumors did come to this committee, have the opportunity to reply. Thank you very much.

Senator FONG.

Senator FONG. Mr. Chairman, you have approximately 6,500 supergrade positions now?

Mr. HAMPTON. Yes, sir. That is those that are nonquota Public Law 313's and quota positions.

Senator FONG. And you have 2,577 quota, which represents approximately 40 percent of the total?

Mr. HAMPTON. Yes, sir.

Senator FONG. And 3,923 nonquota, which represents about 60 percent of the total?

Mr. HAMPTON. Yes.

Senator FONG. You are asking an increase of 150—that is correct, isn't it—to the pool?

Mr. HAMPTON. Yes.

Senator FONG. In 1966 you had an increase of 177?

Mr. HAMPTON. Yes.

Senator FONG. Now, since 1966, you stated that there has been a proliferation of many, many programs, requiring additional supergrades to the number you now have.

Mr. HAMPTON. Right.

Senator FONG. In the last administration, I think there were requests for approximately 275 or 300 supergrades; is that correct?

Mr. HAMPTON. Yes.

Senator FONG. And this committee saw fit to give approximately how many?

Mr. HAMPTON. Do we have that, Mr. Berlin?

Mr. BERLIN. For the quota, 275.

Mr. HAMPTON. 275, as requested, were approved by this committee and the Senate.

Senator FONG. The Senate had already approved 275?

Mr. BERLIN. That approval was in June 1968.

Mr. HAMPTON. Yes; the Senate approved it and it failed to pass in the House.

Senator FONG. Instead of asking 275, which the Senate approved last time, you are asking for only 150, is that right?

Mr. HAMPTON. Yes, at this time. I want to point out this is really an interim request, to give us an opportunity to make a thorough study of the whole executive assignment system, the relationship of these jobs to the new pay scales and needs of the new administration and new programs.

I have no idea, sir, how many we may eventually request. I have over 500 requests on my desk right now.

Senator FONG. You are studying those requests?

Mr. HAMPTON. Yes, sir.

Senator FONG. So this 150 is only for the interim period, because of the great emergency we are now facing?

Mr. HAMPTON. We have Cabinet departments, like the Department of Transportation, which have been in existence without adequate supergrade authorization. We have taken positions from other agencies

to allocate to Cabinet departments with new programs. We have reached the point where it is actually impossible to respond to any requests for supergrades today.

Senator FONG. With the three increases granted in 1968 and 1969 to the employees, did that make an impact for pressure; did it have pressure for more supergrades?

Mr. HAMPTON. Well, when I say "the impact of these pay scales," I think that our ability to recruit and fill jobs in terms of the market is much better than it had been previously. We are paying a good and competitive wage at the upper levels of civil service today, and can compete for talent.

One of the questions that comes up in our mind in many instances when looking over the priorities for supergrades is: Is this really a request for reasons of compensation to meet a market demand, or to obtain a certain skill, or is there a question of status involved?

I think we have to evaluate this to really find out what we are doing with this very scarce commodity, and what the effect of the pay is in terms of meeting the labor requirements and demands.

I think that the new pay scales will take away some of the pressure, because the compensation in grades 13, 14, and 15 are far more realistic than they were in the past. I just don't think we have been in a position over the years to evaluate the impact of pay scales.

I have a feeling—and it is just a feeling, not based upon any particular facts or figures—that, over the years, we have escalated our people to the supergrade levels mainly on the need to be competitive in our compensation. Now that compensation is more competitive with private scales on the labor market, I think we have to take a good look at our current needs.

The few years we had no spaces I think had a good therapeutic value, because it required the Commission to take a real look at how these positions were used, but I think we have reached the point of no return and we are taking a hard look now. All of the milk is out of the cow, and it is impossible to go any further. We need the spaces badly.

Senator FONG. How much time do you think you really need for the final figure?

Mr. HAMPTON. We are anticipating it will take us a period of 6 months to do a more thorough study. However, when one considers that we would have to meet with the Cabinet officers of 12 departments, plus conduct a lot of staff research, perhaps it will be closer to 9 or 12 months before we come up with some solid figures.

I realize, too, that this will require us to come to Congress maybe twice about supergrades, but on the other hand, I think when we come to Congress that I will be able to testify very specifically with some very sound data as to the needs and make a much better case than trying to do it at this time on the basis of estimates.

Senator FONG. Well, you come here with a very conservative figure at this time?

Mr. HAMPTON. Yes.

Senator FONG. In 1967 this committee gave specific authority for a pool of supergrades for the exclusive use of Government and District of Columbia that wanted six positions in levels 4 and 5 for executive schedules. Are you taking this into consideration in your next appeal to the committee?

MR. HAMPTON. Yes, sir; you mean the previous request. I misunderstood you.

Senator FONG. In 1967 the District of Columbia got a specific request from them.

MR. HAMPTON. Right.

Senator FONG. And I presume in your study of the other positions, you will consider this, the pool for the District of Columbia.

MR. HAMPTON. Do you mean, will some of the positions in the 150 be considered for allocation to the District of Columbia?

Senator FONG. Or are you considering a separate request later on?

MR. HAMPTON. No, we are not considering a separate request later on. In this particular request, as we pointed out in our letter to the Vice President, we were thinking of allocating some of the 150 to the District government. At that particular time, we used a figure of about 20 positions. Since that time we have adjusted our thinking on it but any probable distribution figures at this time would be premature until we see what we will get and how they can best be fitted into the program priorities which we find. But we have no intention of coming back for a special request for the District of Columbia.

Senator FONG (acting chairman). Senator Stevens.

Senator STEVENS. Thank you, Senator. Has the lack of these supergrades had a depressing effect on other areas of the Government? For instance, I would think that it would be difficult to recruit in the lower grades if supergrades for agencies did not exist; is this true?

MR. HAMPTON. Well, I think the whole question of the scarcity of supergrades has an impact as far as organizational relationships are concerned. The way supergrades are allocated under quota and on a scarce basis—when you look at the organizational structure of the Government, it does not really have the pyramid type of thing that is normally found in operating organizations. We have more like a needle at the top than we do a pyramid. We have a base of about 20,000 GS-15's, roughly, competing for the 6,000 positions at the top. We also have a percentage limitation within our grades 18, 17, and 16. Thus, we have a large base in the total organization, of 3 million people moving up. Instead of a smooth organizational pattern, it is more like a needle at the top, which we have not really been allowed to develop to the fullest extent regarding the utilization of these positions.

And as long as we have a general quota being allocated essentially for managerial and administrative supergrade positions, I don't think we will be able to do that. There is a compression; there is a compression in the sense of what the chairman had mentioned earlier, the question about retirement of an individual. Many of these supergrade jobs in the quota basically are operating functional types of jobs. If we look at a statistical sampling, a large percent are eligible for optional retirement, which means we have a very aged group in our supergrades, which further means that the younger people competing and moving up the line are running into a barrier.

We also have the typical problem about which managers have told me time and time again, that some of the men in these supergrade jobs do not function in a way they should. They are experimenting in terms of staff, but because we have a quota basis, they have no place to move them. The position and the grade is pretty much frozen,

and I think this is one of the things we really want to cover in our study, because we may want to come up to the Congress and ask for total relief from the supergrade quota setup. We may want to go to another system of a broader pay band.

I think the subject needs considerable study and analysis, because we do get various distortions and inequities and compressions, but it is a subject that we have only been able, since we established the Bureau of Executive Manpower, to get sufficient data about the base of the people that are below the supergrade level and the people that are in it and about the types of jobs and functions they are performing to where we could make a real, thorough study and analysis of this. I hope to be able to present to this committee some time in the future some real new thinking in terms of dealing with the problem.

Senator STEVENS. You mention the Department of Transportation. As I recall, there were several other new agencies since the last authorization, and where do you get the supergrades for those agencies?

Mr. HAMPTON. In many cases, we do the old act of robbing Peter to pay Paul. We are constantly reviewing the supergrade picture in all of the agencies. We go to an agency where they have a vacancy. We study the situation and perhaps take the vacancy away from them and allocate it to the other department, which creates a problem in the losing agency.

We can no longer do that, because we have reached a point where agencies are down to bedrock. Three years was enough to really shake this out, and now this is a year for some action.

Senator STEVENS. In the effort of being conservative, I hope we aren't being too conservative.

Mr. HAMPTON. I hope if the committee thinks I am and there are some inequities they think exist, they would change it.

Senator STEVENS. I notice that the quotas break down into categories. Can you give us a comparison between the numbers of increases here in this bill and the increases in the bill that the committee reported out which failed in the House?

Mr. HAMPTON. Yes.

Senator STEVENS. Section (b), it is 28, and you can just put these in the record if you will.

Mr. HAMPTON. We will put them in the record, sir.

Senator STEVENS. Being interested in the Department of Interior in the past, are any of these supergrades assigned as such to the departments so they cannot be removed by you from any specific department?

Mr. HAMPTON. No; there are some special authorities. The positions that are quota supergrades, though, are assigned to the general pool and are allocated by us to the agencies and could be withdrawn. While it is not our policy to withdraw positions, we have been forced to do it because of new agencies and new programs that have come up since 1966 in which there were no supergrade allocations made.

Senator STEVENS. I think of, for instance, Water Pollution, how many people down in Interior, new since I left, were the supergrades for that organization?

Mr. HAMPTON. Mr. Berlin has the figures.

Mr. BERLIN. At the present time, Department of Interior has allocated to it 96 positions from the Government-wide quota. As these positions become vacant, the Department racks up its priorities when it might determine that perhaps a position that was in, say, the Bureau of Reclamation is more needed in the new Water Pollution Agency. At this point they recommend to the Commission an establishment of the position in Water Pollution and disestablishment of the position, say, in Bureau of Reclamation. The Commission then takes action on it, because only the three Commissioners, by majority vote, can establish positions at these levels.

So within each agency quota, there are continuous shifts and changes. We move as many as 1,200 to 1,500 positions a year primarily within agencies to meet ever-increasing changes in priorities and needs within that agency. That is how some of the positions, say in Water Pollution, were taken care of, although they have other needs.

For example, they would like to make some of their Regional Directors general administrative types rather than engineering types and take them out of the nonquota. They have not been able to do so because of the lack of positions, and a few of these positions requested would be for that purpose, Senator.

Mr. HAMPTON. We have, Senator Stevens—based on some guesstimates, on tentative distribution—five new positions allocated to Interior. I wouldn't want to be committed to that, but that is just what we have on a tentative distribution chart now.

You mentioned one thing about the conservative nature of our request, and I agree it is a very conservative one, and it is an inadequate one.

I think one of the things that the committee may very well want to do is to consider an additional allocation to take care of some very well known inequities such as I cited earlier in my statement where we have an Agency that has 30 regional officers and 15 are in one grade and 15 in another; this is a gross inequity. We have a total of 45 such situations which are inequitable, and if we could have an additional 45, I would be willing to accept them.

Senator STEVENS. Do you think you could make language to establish those so they would definitely be allocated in the field and could not be brought into Washington, and I think it would make a difference as far as I am concerned; could you do that?

Mr. HAMPTON. We can give you a more definitive statement for the record, which I would be pleased to do, and if the committee wanted them allocated on the basis of stopping inequities, we would be pleased to do that.

Senator STEVENS. I would like to have a copy of that to consider an amendment for that purpose.

Senator FONG. Thank you, Mr. Chairman.

Mr. HAMPTON. Thank you very much.

(Chairman Hampton subsequently submitted the following information for the record:)

THE INCREASE IN THE NUMBER OF NONCAREER AND SCHEDULE C POSITIONS
CLASSIFIED IN GRADES GS-15 THROUGH GS-18

On December 31, 1968, there were 451 noncareer positions and 8 Schedule C positions classified in grades GS-16, 17, and 18. On May 31, 1969, there were 458 noncareer positions and 9 Schedule C positions classified at those grade levels, representing an increase of 7 noncareer positions and 1 Schedule C position.

Between December 31, 1968, and May 31, 1969, 19 Schedule C positions were established at the GS-15 grade level and 6 Schedule C positions at that grade level were revoked—an increase of 13 such positions.

In summary, there was a net increase of 21 noncareer and Schedule C positions, classified in grades GS-15 through GS-18, between December 31, 1968, and May 31, 1969.

A LISTING OF THE NUMBER OF SUPERGRADE POSITIONS AND THOSE PAID EQUIVALENT SALARIES BY AGENCY
AS OF MAY 31, 1969

Agency	Government-wide quota	Non-quota	Special agency quotas	Public Law 313-type	Other salary systems	Hearing examiner authority	Totals
Administrative Office, U.S. courts	2		4				6
Administrative Conference of the United States	2						2
Agency for International Development	7	4			698		709
Agriculture	143	89		24	24	1	281
American Revolution Bi-Centennial Commission	1						1
Atlantic-Pacific Interoceanic Canal Study Commission	1						1
Atomic Energy Commission	1				414	1	416
Bureau of the Budget	73						73
Civil Aeronautics Board	39				5	6	50
Civil Service Commission	45		1				46
Commerce	125	235		22		2	384
Commission on Civil Rights	6						6
Council of Economic Advisers					10		10
Defense:							
Office of the Secretary of Defense	41	106	163	69	12		391
Air Force	17	96	79	133			325
Army	40	134	95	134			403
Navy	20	273	67	151			511
District of Columbia Redevelopment Land Agency	2						2
Equal Employment Opportunity Commission	21						21
Executive Office of the President, White House	24	17			19		60
Export-Import Bank	14						14
Farm Credit Administration	6						6
Federal Communications Commission	37	4				8	49
Federal Deposit Insurance Corporation					39		39
Federal Field Committee for Development in Alaska	1						1
Federal Home Loan Bank Board	12						12
Federal Maritime Commission	14					10	24
Federal Mediation and Conciliation Service	10						10
Federal Power Commission	32					14	46
Federal Radiation Council		1					1
Federal Trade Commission	30	4				12	46
Foreign Claims Settlement Commission	1						1
General Accounting Office			64				64
General Services Administration	71	1					72
Government of the District of Columbia	37	22					59
Health, Education, and Welfare	197	198		144	15		554
Housing and Urban Development	110	5					115
Interagency Commission on Mexican-American Affairs	1						1
Interior	96	123		7			226
Interstate Commerce Commission	46					98	144
Justice	131	1	140		66		338
Labor	94	3				2	99
Library of Congress		4	58	8			70
National Advisory Council on Economic Opportunity	1						1
National Aeronautics and Space Administration		338	5	437			780
National Aeronautics and Space Council	2	4			1		7
National Capital Housing Authority	1						1
National Capital Planning Commission	3						3
National Council on Indian Opportunity	1						1
National Council—Marine—Resources and Development					6		6

See footnote at end of table, p. 60.

A LISTING OF THE NUMBER OF SUPERGRADE POSITIONS AND THOSE PAID EQUIVALENT SALARIES BY AGENCY
AS OF MAY 31, 1969—Continued

Agency	Government-wide quota	Non-quota	Special agency quotas	Public Law 313-type	Other salary systems	Hearing examiner authority	Totals
National Foundation on Arts and Humanities	6						6
National Gallery of Art	2						2
National Labor Relations Board	67					75	142
National Mediation Board	1						1
National Security Agency				90	70		160
National Security Council	10						10
National Science Foundation					59		59
Office of Economic Opportunity	49	2					51
Office of Emergency Planning	23	10					33
Peace Corps					61		61
Post Office	86	4		4	55	3	152
President's Commission on Consumer Interests	1						1
President's Commission on Employment of Handicapped	1						1
President's Commission on Equal Opportunity in Housing	1						1
President's Commission on Income Maintenance Programs	1						1
President's Council on Youth Opportunity	1						1
Railroad Retirement Board			9				9
Renegotiation Board	7						7
Securities and Exchange Commission	28					6	34
Selective Service System	2						2
Small Business Administration	40						40
Smithsonian Institution	5	22					27
State Department	32	3			1,086		1,121
Subversive Activities Control Board	1					2	3
Tariff Commission	5						5
Tax Court of the United States	4						4
Transportation, Department of	209	104		19	30	7	369
Tennessee Valley Authority					59		59
Treasury	293	2			67		362
U.S. Arms Control	11	2		11			24
U.S. Court of Military Appeals	2						2
U.S. Information Agency	37				261		298
Veterans' Administration	68	5			213		286
Water Resources Council Staff	5				4		9
Total	12,556	1,816	685	1,253	3,274	247	19,831

¹ Plus 21 quota spaces in process of distribution.

A COMPARISON OF ADDITIONAL SUPERGRADE QUOTA SPACES REQUESTED IN S. 2325 WITH THOSE REQUESTED IN S. 3672, PASSED BY THE SENATE IN 1968

	S. 2325	S. 3672
CSC pool	150	275
FBI	30	30
GAO	26	26
Library of Congress	16	16
District of Columbia Government	0	45
Total	222	392

THE USE OF 45 ADDITIONAL GENERAL-QUOTA SPACES TO OVERCOME EXISTING INEQUITIES, PRIMARILY IN THE FIELD SERVICE

There are now 45 inequities in supergrade-type positions, of which 15 are in the National Labor Relations Board. That agency has 30 Regional Directors whose positions are identical; 15 of these positions are classified in grade GS-16 but, because of the unavailability of spaces, the other 15 positions are classified in grade GS-15.

Of the remaining 30 inequitable situations, 22 involve positions in the field services of various agencies. For example, of the 7 Regional Managers of the Defense Contract Audit Agency in the Department of Defense, 5 occupy posi-

tions which are classified in grades GS-16; but, for lack of spaces, the positions of the other 2 are classified one grade lower. Eight inequities involved "Headquarters" positions located in a number of agencies.

As I indicated during CSC testimony, we would be pleased if your Committee decides to make an additional allocation of 45 spaces to the general quota, over and above those spaces now proposed in S. 2325, for the purpose of eliminating these inequities. We recommend, however, that the 45 spaces not be legislatively earmarked for the specific positions. If the additional 45 spaces are provided, we will use them to eliminate the inequities set forth above, but we strongly feel that they should be as available for future Government-wide use to meet the changing needs of the Federal service as are the current quota of 2,577 supergrade spaces.

Senator FONG. We will have the Honorable Roger W. Jones, Special Assistant to the Director of the Bureau of the Budget. Proceed, Mr. Jones.

STATEMENT OF HON. ROGER W. JONES, SPECIAL ASSISTANT TO THE DIRECTOR, BUREAU OF THE BUDGET

Mr. JONES. Mr. Chairman, I have a very short statement on behalf of the Budget Bureau, and since in part it refers to the types and numbers questions in which you, Senator Fong, and Senator Stevens, are interested, if I may, I will take the time to read it; it is quite short.

The Bureau of the Budget and the Civil Service Commission have worked together closely over the years in assessing the needs for, and the use of, so-called supergrade positions, particularly those under the statutory quota for grades GS-16, GS-17, and GS-18. We appreciate this opportunity to appear before the subcommittee to endorse the testimony of Chairman Hampton of the Civil Service Commission, and to present some additional views as developed by the Bureau of the Budget in connection with its responsibilities.

First, let me indicate our belief that the provisions of S. 2325 are adequate for the time being. The addition of 150 positions to the top three Classification Act grades will enable us to meet the most pressing needs which have developed since the present administration took office, and to make a start on assigning supergrade positions to fill backlogs of the kind referred to by Chairman Hampton in his testimony.

In connection with its review of the 1970 budget, and in preparation of general policies to be recommended to the President with respect to the 1971 budget, the Bureau has asked all agencies to study their personnel needs most carefully. The President is determined to hold Federal employment in the current fiscal year to the lowest levels possible for the effective discharge of Government functions. One of the steps which will be taken is to effect a reduction in employment below the level proposed in the original 1970 budget, as submitted by President Johnson. At the present time, our target for this reduction is 48,000 full-time permanent positions. Part of this goal already has been met by the statutory formula for reductions in employment which the Bureau has had to administer.

Simultaneously with administration of the employment reduction formula, we have worked with the agencies in a reassessment of priorities, installation of better management techniques, and, where possible, realignment of programs. This same kind of work will continue through the summer and fall in connection with preparation of the

1971 budget and further adjustment of the 1970 budget. It is too early to tell the extent to which these kinds of actions, taken in connection with formulation and execution of agency budgets, will make it possible to reassign supergrade positions—either those of the nonquota kind or those within the quota of 2,577 administered by the Civil Service Commission. In short, we are supporting a policy of “keeping the pressure on” even though we recognize that this will not enable the Civil Service Commission to allocate all of the positions which classification review of agency requests would justify.

The Bureau is satisfied, in fact convinced, that the agencies have done a good job in meeting their most urgent needs for supergrade positions, and that it would be unwise to go on longer without affording some relief.

Statistically, the situation has not changed materially since the last increase in supergrade quota positions in 1966, when the Congress added 177 positions. Of the slightly more than 1.3 million employees under the General Schedule, only 0.3 percent are in grade GS-16; 0.1 percent are in grade GS-17; and the 379 positions in grade GS-18 represent less than 0.05 percent. Less than one-half of 1 percent of Federal employees hold the top managerial positions under the Classification Act. I know of no major enterprise in the private sector which is equally frugal.

The pattern of distribution among the principal agencies is consistent with the percentages just given. The Treasury Department, for example, has 0.4 percent of its positions assigned to the top three grades. The Department of Justice has 0.5 percent; Interior, 0.4; Agriculture, 0.2; and Health, Education, and Welfare, 0.4. A somewhat higher ratio prevails in departments and agencies which have fewer employees in the lowest grades and more responsibilities which require the assignment of high-level personnel. For example, the regulatory commissions average approximately 4 percent of their total Classification Act population in supergrade positions, and the Department of Labor approximately 1 percent, or 100 out of about 10,000 positions.

It has sometimes been alleged that the civilian staff of the Departments of the Army, Navy, and Air Force includes a disproportionate share of the so-called supergrades. This allegation is not correct. Their percentages are 0.1, 0.2, and 0.1, respectively, and in the Office of the Secretary of Defense, the percentage is 0.5.

We cite these figures not only to support our belief that there is no prodigal use of supergrades, but also to indicate that relief is badly needed. By the end of the current fiscal year, total budget outlays since fiscal year 1966 will have increased by more than \$55 billion. Leaving aside defense expenditures in support of the military effort in Vietnam, there have been substantial increases which have required the assignment of additional top-level positions: for example, for the administration of new programs in education, manpower, health, transportation, and law enforcement and justice. We have more than scraped the bottom of the barrel and, as Chairman Hampton has pointed out, we have been robbing Peter to pay Paul in the last 2 years.

In summary, Mr. Chairman, we are critically short of grade GS-16, GS-17, and GS-18 positions, and we urgently recommend that the Congress enact legislation which will add 150 positions to the general pool. Similarly, we support the provisions of S. 2325 which (a) would

make available 30 additional positions for the Federal Bureau of Investigation; 26 for the General Accounting Office; 16 for the Library of Congress; and (b) correct a statutory inequity for scientific and technical positions in the National Security Agency. This would be done by exempting that Agency from the quota limitation applicable to it under a law enacted in the 86th Congress. Total civilian personnel costs are now running in excess of \$26 billion a year. Even with the positions added by the legislation before you, less than 1 percent will be attributable to the salaries for GS-16, GS-17, and GS-18 or equivalent positions.

I have added to this statement, Mr. Chairman, a distribution of employees under the general schedule grades as of June 30, 1968, the last full year for which we have this kind of breakdown. We make this breakdown only once a year, and I think it bears a little on the questions that were raised earlier, because if we start at grade 11, the lowest of the so-called middle grades, we find a progression like this: 138,000 in grade 11; 111,000 in grade 12; 81,000 in grade 13; 37,500 in grade 14; 19,450 in grade 15; and in the supergrades, as I have given, 3,294 in grade 16, 920 in grade 17; and 379 in grade 18. These figures demonstrate the needle type of slope that Chairman Hampton referred to.

That is the number situation as related to the dollar situation, as we see it.

I shall, of course, be willing to try to answer any questions the committee may have, sir.

Senator STEVENS (acting chairman). Without objection, we will print that distribution schedule at this point.

(The distribution schedule referred to follows:)

DISTRIBUTION OF EMPLOYEES—GENERAL SCHEDULE GRADES, JUNE 30, 1968

Grade	Number	Percent	Grade	Number	Percent
18.....	379	0.1	8.....	20,462	1.6
17.....	920	0.1	7.....	112,822	8.7
16.....	3,294	1.5	6.....	63,373	4.9
15.....	19,450	2.9	5.....	158,729	12.2
14.....	37,548	6.2	4.....	190,894	14.7
13.....	81,234	8.0	3.....	156,091	12.0
12.....	111,796	10.6	2.....	47,280	3.6
11.....	138,285	1.2	1.....	3,514	.3
10.....	15,916	1.2			
9.....	139,516	10.7	Total.....	1,301,503	

Senator STEVENS. Would you tell me one thing, Mr. Jones: Would the Bureau of the Budget have any objection to the final suggestion made by Mr. Hampton concerning the equalization of field positions and additional allocation of supergrades so that the field positions which have the same responsibility would be on the same level?

Mr. JONES. Quite the contrary; the Bureau has believed for some time that the field has been overlooked to some degree in the allocation of supergrade positions for a variety of reasons, most of which run to management doctrine as established by the heads of the departments themselves. Beginning some years ago and continuing with considerable rising action in the last 2 or 3 years and again very much in the forefront of the present administration's plans is a system for assignment of greater responsibilities to the field, the creation of a more logical, more rational, and more integrated field structure for agencies

operating in like areas. With this delegation of additional authority for the field, there is an urgent and compelling case for assignment of more supergrade positions to the field installations.

Senator STEVENS. I would like to add to this bill a specific assignment of supergrades for the field allocations.

Mr. JONES. There would certainly be no objection from the Bureau of the Budget, and I am quite certain none from the administration to such a move.

Senator STEVENS. My experience when I was downtown was, if we needed a supergrade, it was always easier to get rid of a job out in the field than in Washington. I don't have any other questions unless the staff has any.

Mr. MINTON. No questions.

Senator STEVENS. Thank you very much.

Mr. JONES. Thank you very much, Mr. Chairman; I appreciate the opportunity to appear.

Senator STEVENS. Mr. Mumford.

STATEMENT OF HON. L. QUINCY MUNFORD, LIBRARIAN, LIBRARY OF CONGRESS

Mr. MUMFORD. Mr. Chairman and members of the subcommittee, I appreciate the opportunity you have given me to appear here today to discuss S. 2325, a bill to provide additional supergrade positions for various agencies of the Government, including the Library of Congress.

As you know, the Congress in 1966 approved a bloc of 28 supergrade positions for the Library of Congress. At that time the Library had been allocated 22 such positions by the Civil Service Commission. Therefore, our net gain was six supergrade slots. This allocation by the Congress only enabled us to assign to supergrades, after review by the Commission, four positions that were already pending before the Commission but for which CSC did not have vacant slots and to meet two other immediate needs.

At the time that legislation was being considered, I requested that Congress assign a bloc of 60 supergrade positions for the Library of Congress. This request was also made when the Congress considered supergrade legislation during the last session of Congress. The bill before you today provides for 44 such positions for the Library of Congress—a gain of 16. I would emphasize that this is the bare minimum of an increase that would provide for our management needs for the next 2 years.

Several new programs being carried on by the Library of Congress that are central to library development in this country and abroad have greatly increased our executive staffing needs. I would like to review these programs briefly.

As you no doubt know, the Library has in recent years been directing its attention to applying computer techniques to the control and use of the massive information store—probably the largest in the world—contained in the card catalogs of the Library. This automation program is divided into several phases with the ultimate goal of reducing information contained in the Library's enormous catalogs to machine-readable form and making that information available quickly in a variety of forms to meet a broad spectrum of needs. As a first step, we

are currently distributing to libraries—in the same manner in which we sell printed catalog cards—magnetic tapes that contain cataloging data on English-language books. The acquisition of these tapes by libraries throughout the country will enable them not only to improve their own bibliographic work but also to establish regional information networks that will further enhance library service in their respective areas. The format used for these tapes (known as the Marc II format for machine readable cataloging) has been accepted as a standard format by national and international organizations. A similar format for bibliographic data about periodicals—of which it is estimated that there are as many as 1,300,000 published currently throughout the world—is also being developed.

The ultimate realization of the Library's automation program will make it possible for research institutions in this country and possibly abroad to tie into the enormous data bank. This will, of course, result in a major breakthrough in the problem of controlling and making known for research the ever-increasing amount of available information.

In addition, the Library of Congress is moving forward in its programs to apply automated techniques to functions in the Legislative Reference Service in order to be able to provide the Congress with essential information, quickly and completely. The "Digest of Public General Bills" is being prepared with the use of a computer and the data contained in this publication will in the future be retrievable for other purposes, such as legislative histories, and so forth. In addition, during this session of Congress the "Legislative Status Report" is being prepared with the use of the computer and the House Banking and Currency Committee has a terminal tied to the Library's system to produce and update its legislative calendar. I might add that other committees have made the same request.

Needless to say we cannot continue our present program and pursue our future goals without recruiting and retaining some of the Nation's most talented information scientists, as well as highly experienced technical librarians who must work with them. In this respect, the Library of Congress is in competition with some of the major industries in this country. These industries are aware of the necessity of providing their scientists, engineers, researchers, and so forth, with the most current data available on extremely technical subjects. As a result, they are, more and more, attracting this talent away from public institutions unable to pay competitive salaries. The Library of Congress must have these technical managers if it is to continue to be a live and vigorous information center.

In the same light, our farflung acquisitions programs are presenting new problems with respect to management. Currently we are receiving more than one item every second of the day—that is, we are receiving over 3,800 items each hour. This material would, of course, be of little value without bibliographic control.

In addition to regular channels of acquisition, including international exchange, the Library of Congress has in recent years been given by legislative enactment far greater international acquisitions responsible. First, an amendment to Public Law 480—the Agricultural Trade Development and Assistance Act—made the Librarian of Congress responsible for acquiring, with U.S.-owned foreign currencies,

research materials not only for its own collections but for those of other libraries. We are currently acquiring nearly 2 million pieces per year from seven countries for 329 institutions in all 50 States. Second, title II-C of the Higher Education Act of 1965 and the expanded program under the Higher Education Amendments of 1968, has charged the Librarian of Congress with the responsibility to acquire copies of all material of value to scholarship published throughout the world, to catalog this material promptly, and to make the cataloging information available to other libraries through printed catalog cards or through other means, such as magnetic tape. In order to implement this program, cooperative arrangements have been made in 37 countries on six continents to acquire the material, as well as to utilize the cataloging information produced in the country of origin, in order that printed cards may be available to college, university, and other libraries almost as soon as they acquire the books. Title II-C has also given the Library authority to serve as an acquisitions agent for other libraries in this country by obtaining materials for them from countries where books are not readily available through normal trade channels.

This broad acquisition and cataloging program will continue to be implemented and expanded as funds are available. The impact of this on the research and scholarly communities has already been great. The centralized cataloging operation, for example, has been described as one of the most important developments in librarianship in this century. As this international program continues to develop, we will need additional top-level managers versed in scholarly needs and library techniques to carry out its objectives.

In another area, as you know, the Library administers the U.S. copyright law. The bill for the general revision of the copyright law passed the House during the last Congress. A bill has been introduced in the Senate this year and we are hopeful that action will be taken on it during this Congress. To administer the new law, as well as to provide for staffing of the proposed National Commission on New Technological Uses of Copyrighted Works, demands persons of the highest degree of specialized technical and legal knowledge in such diverse fields of communications as cable television, educational TV, and computer technology. In addition, the Copyright Office's activities in the international area, including the representation of the United States at copyright conferences, have increased immeasurably and the need for attorney-advisers thoroughly acquainted with the many international copyright conventions is essential. Because of our lack of supergrade slots, we cannot recruit persons with this specialized knowledge.

The Library is of necessity now giving increased attention to the highly technical field of the preservation of printed materials. Not only is the Library of Congress faced with the rapid deterioration of materials published since 1870, but libraries all over the country are expressing deep concern over the problem. A national preservation program has become a must if this material is not to be lost forever. The Library of Congress is attempting to seek solutions to this problem and currently is expanding its preservation program to include research and development in this specialized area. Our need for the best talent available for this national program is apparent if this deteriorating material is to be salvaged for posterity.

The Law Library, which was established by Congress in 1832 as a separate department in the Library of Congress, has responsibility for the administration, development, maintenance, and preservation of the largest collection of legal literature of all known legal systems, both ancient and modern, gathered in one place. In addition to providing the usual law library service, research in depth in British and other foreign law, involving the use of more than 40 languages, is carried on for Members and committees of Congress and the Federal agencies. Despite this department's broad responsibility—demanding such technical and specialized skills—and despite its national significance because of its unique character, only one supergrade position is assigned to it. If we are to continue to provide the kind of legal research needed by the Congress and the Government at large, we will have to keep pace with respect to salaries offered by the large university law schools and law libraries in order to recruit and retain persons knowledgeable in the legal systems of the world.

The Library gives reference service of a highly specialized nature on collections in every language and in every field, from Orientalia to Slavica to science and technology. To obtain nationally known scholars to provide services in these fields, it is necessary that we be in a position to compete on the basis of salary with the major learned associations and universities.

In conclusion, I would like to say that these are only highlights of programs being carried on at the Library that demand the best in specialized management personnel. The Library of Congress has, through congressional enactment and appropriations, become the national center—as is fitting for the national library—of library development and of information science as applied to libraries. The complexities of our society have made it imperative that the information available in our libraries be exploited to the fullest. Without the national leadership of the Library of Congress, I doubt that the libraries of this country will be able to meet this immense responsibility. Yet, if the Library is to give this direction and meet the needs of the Congress and of the Government, we must be in a position to recruit top-level personnel on a somewhat comparable basis with large industrial and university libraries, as well as with the world of scholarship. I urge the enactment of the legislation before you.

Senator STEVENS. We appreciate your statement, and from your statement I would say we probably ought to give you all 150.

Mr. MUMFORD. We would not decline, Mr. Chairman, although this would be in excess of our needs at the present time.

Senator STEVENS. You are being considered, aren't you, in this review that Chairman Hampton mentioned, for a long-range look at this supergrade problem?

Mr. MUMFORD. I interpreted his statement to apply to the executive agencies, and since the Library is within the legislative branch and a pool of 28 positions has been allocated directly to the Library, I doubt that his review would include the Library of Congress.

We are constantly, of course, reviewing our programs and needs ourselves and making them known to the Commission. As you know, before we can fill a supergrade position, the job description requirements have to be approved by the Commission.

Senator STEVENS. Well, I am hopeful you will not get in the situation that you will be left out of this long-range review that he mentioned, because it is apparent to me that you need these and your need is very great.

Mr. MUMFORD. I would hope that the Commission would give attention to our supergrade needs in that review. We have over the years presented them to the Commission. We will continue to do so and will be very glad to cooperate with them in any review they undertake.

Senator STEVENS. Let me ask you this: You mentioned the problem about deterioration of printed materials and you used the date 1870, and what is the importance of that date?

Mr. MUMFORD. That is roughly the date when papermakers began to use alum-rosin sizing in the papermaking process. It creates acidity which causes paper to deteriorate. There is no magic in the date, but it is about that time that the papermakers began to use this process. Another factor was the beginning of the use of woodpulp in the mid-19th century.

Senator STEVENS. The other question I have is about the Law Library. You mentioned you had only one supergrade in that department?

Mr. MUMFORD. Yes, sir.

Senator STEVENS. How many people are in that department?

Mr. MUMFORD. About 80, and that one position is assigned to the Law Librarian who is director of the department.

Senator STEVENS. This is the department not only to maintain the Library but legal research also; is that right?

Mr. MUMFORD. Yes, sir. It is the only general law library in the Government that has extensive collections of foreign law. We collect not only American and British law but the law from every country in the world and are constantly serving the Congress and other Government agencies through having these collections and highly trained specialists who have a knowledge of the native law and American law.

Senator STEVENS. Well, tell me, where did the 16 increase come from? This is an increase from 28 to 44, and where did it come from; who reached that decision?

Mr. MUMFORD. As I indicated in the statement, we have last year and the year before asked for a bloc of 60 in order to give us flexibility for the present time and for developing programs in the years to come. The figure of 44, I presume, was arrived at by the committee or the staff of the committee. We did not suggest that figure.

But, as I have indicated, it would help a great deal in our present situation but does represent a minimum of our needs for the next 2 years. I believe this is the same figure that was used in the bill last year.

Senator STEVENS. This was reported out of the committee last year?

Mr. MUMFORD. Yes.

Senator STEVENS. But last year you asked for 60?

Mr. MUMFORD. Yes, sir.

Senator STEVENS. Have you made any decision as to allocation of 16 if it is approved?

Mr. MUMFORD. We have made some tentative decisions, Mr. Chairman, but depending upon the action of the committee and Congress, we would have to establish definite priorities with respect to the number we receive, so it would be perhaps inappropriate to cite specific

positions at the present moment until we know how many we may have to allocate.

Senator STEVENS. Thank you. I will look into this, and I am sure the committee will want to look into it to see whether the limitation proposed last year is realistic under the present circumstances. You asked for 60 last year and it was cut down to 44.

Mr. MUMFORD. Yes, and as I indicated, that was intended to allow for further development, not just an immediate need.

Senator STEVENS. Thank you very much.

Mr. MUMFORD. Thank you very much, Mr. Chairman.

Senator STEVENS. Mr. Henderson.

STATEMENT OF C. O. HENDERSON, EXECUTIVE DIRECTOR, ORGANIZATION OF PROFESSIONAL EMPLOYEES OF THE U.S. DEPARTMENT OF AGRICULTURE (OPEDA)

Mr. HENDERSON. Mr. Chairman, it is a real privilege to appear before your committee today. I am the executive director of the Organization of Professional Employees of the U.S. Department of Agriculture, better known as OPEDA. We have approximately 9,000 professional and administrative employees as members of our organization.

OPEDA was organized 40 years ago by leading career administrators and scientists who were concerned over pay equitability and the loss of competent staff due to failure of Government to pay competitive salaries.

Since that time this organization has made the maintenance of a competent staff of administrators and professional employees one of its prime objectives. During the last 31½ years pay comparability has received our special attention because we have a firm conviction that pay does have much to do with the competence of professional employees and administrators.

Supergrades are a definite incentive in recruiting and retaining the type of personnel required for the immense administrative and scientific leadership responsibilities of the Department of Agriculture.

We are in a highly competitive market for this type of personnel. The June 7, 1969, issue of Business Week has an article titled "Top Men Fatten Their Pay." The article begins with a quotation from a memorandum of the bonus and salary committee of General Motors that reads: "The success of any business enterprise must be attributable in large part to the quality of its management; it is people and their leadership which constitute the fundamental difference between one enterprise and another." The article says, in effect, we get in management what we pay for. The lowest salary reported in the article was \$61,528 paid to a senior vice president of American Airlines. The highest salary was \$322,500 paid the chairman of the board of Republic Steel. However, industry has found better ways of compensating its management than just salaries. For example, the chairman of the board of General Motors received in 1968 a total of \$795,000 of which \$427,500 was other than salary.

Well, you may say—so what? The Federal Government cannot compete with such salaries. No, it cannot compete. It does not have to because there are other incentives and reasons why competent people

are attracted to government service. However, is this a reason why there should be such hesitancy about paying Federal administrators a living wage a little more in line with trends in the private sector?

We have a classification act which is supposed to be based on the principle of "equal pay for equal work." You will find administrators serving in what has been classified as GS-16 positions, but being paid at a GS-15 level; or serving in a GS-17 position but being paid as a GS-16. It was reported that there is an agency administrator in Agriculture who served 19 years as a GS-17 in what was classified a GS-18 job. There is another who is serving as an assistant administrator in a position classified as a GS-17 in January 1961 and is responsible for a \$6.9 billion loan program. He is still being paid at a GS-16 level!

Another agency has seven GS-16 positions cleared by the Civil Service Commission in 1963 which have never been filled. The work is being done by administrators paid at a GS-15 rate.

There are many others, although we find that during recent times no effort is made to have positions evaluated for supergrades unless there is a high probability they will be available after the evaluation shows they are justified. This means that many of our people are assigned and have responsibilities at grade levels higher than the grades they are paid.

I might insert here, Mr. Chairman, that Dr. Mumford, in his testimony, mentioned the need for supergrades in the Library of Congress. The Department of Agriculture has the largest agricultural library in the world, and if I am not mistaken, they have one GS-16 who is Chief Librarian.

Mr. Chairman, may I give you a specific example of how the allotment or the lack of allotment of supergrades affects the operation of one agency?

One of the agencies in the U.S. Department of Agriculture, Farmer Cooperative Service, is a highly specialized agency that conducts research and provides technical assistance for farm cooperatives in the United States and in developing countries.

The grade structure of the administrative staff of Farmer Cooperative Service presently is:

Grade and position:	Number of employees
GS-15:	
Division Directors and other key program personnel.....	6
Assistant Administrators.....	3
Deputy Administrator.....	1
GS-16: None.....	
GS-17: Administrator.....	1

It is patently obvious that this grade structure not only handicaps the agency in maintaining a program of highly specialized service to large segments of the agricultural community, but also is unfair to its administrative staff.

This administrative staff in addition to advising and consulting with large numbers of highly paid and sophisticated cooperative officials on problems of increasing complexity, works closely with other agencies of Government as well as the Congress. It also has important responsi-

bilities to cooperatives and government officials of developing countries in the building and strengthening of their cooperative businesses.

This staff is expected to fully understand the impacts of changing economic, social, and political developments on cooperatives and the farmers these organizations serve. It also is expected to accurately explain these developments to cooperative leaders, government officials, and Members of Congress.

If this agency is to effectively carry out its assigned responsibilities, it will be necessary to maintain an administrative staff that can deal with the great array of problems that confront it in its efforts to serve farm people more efficiently.

To assure continued effective administration of Farmer Cooperative Service and to achieve equitable treatment for those in administrative responsibility, it would seem reasonable that the grade structure for its Assistant Administrators should be GS-16; its Deputy Administrator, GS-17; and its Administrator, GS-18. This would call for the addition of four supergrades. Such a grade structure would, we believe, be in line with the responsibilities of this Agency's administrative staff.

Mr. Chairman, this problem of adequately rewarding Administrators and other high level scientific personnel is being partly corrected in several scientific areas (primarily in the natural and biological areas) by assignments to equivalent supergrade positions under Public Law 80-313 and as amended by Public Law 87-367. These positions are outside the supergrade allotments provided by Congress.

Certain types of social scientists should, we believe, be included under Public Law 80-313 or a similar law in the same way as are natural and biological scientists.

But this would be only a partial solution to the ever increasing need for recruiting and retaining expert managers especially in today's highly competitive markets. We urge that S. 2325 be changed to provide a minimum of 400 supergrades with the hope that the "old line" Agencies like Agriculture will be allotted a reasonable number of supergrades.

Mr. Chairman, I would like to refer to Mr. Jones' testimony in which he says on page 3 the Department of Justice has 0.05; Interior 0.04; Agriculture 0.02; and Health, Education, and Welfare 0.04. These figures are percentages.

Mr. Chairman, thank you so very much for this opportunity of presenting this testimony at this time.

Senator STEVENS. We appreciate your statement, and would you leave that article that you mentioned for the chairman to determine whether he wants to put any part of it in the record of this hearing?

Mr. HENDERSON. I will be glad to.

Senator STEVENS. I do appreciate the fact you have taken time to come make this statement. It does seem to me to be a very inequitable staff structure in your service. No one would much want to take on the additional responsibility of being Assistant Deputy Administrator if they are going to get the same pay as the people they supervise.

Thank you very much. We will hold the record open until July 18 for submission of any additional material.

(The following material was subsequently submitted:)

INDIAN CLAIMS COMMISSION,
Washington, D.C., July 10, 1969.

Hon. JENNINGS RANDOLPH,
Chairman, Civil Service Subcommittee, U.S. Senate, Washington, D.C.

DEAR SENATOR RANDOLPH: The Indian Claims Commission wishes to go on record as supporting the passage of legislation pending before your Subcommittee to authorize additional supergrade positions for the purpose of enabling the Government service to recruit and retain qualified personnel.

Our Commission's experience parallels that of other agencies in demonstrating the need to compete favorably with industry and commerce for the services of qualified people who by training and aptitude can accomplish the responsible tasks of modern government. There must be a sufficient number of higher grades to enable the Government to offer inducement to the exceptional people who will bring to the job an ability to accomplish tasks above the norm.

Our Commission has sought for some time to obtain the allocation of a GS-17 designation for our position of Chief Counsel. The designation is merited and necessary: the position calls for supervision and direction of a staff of relatively highly graded and experienced attorneys, and extensive liaison and services for the Indian Claims bar. The Civil Service Commission has not found it possible to act favorably on our request to have just one supergrade position in the agency because of the present stringent limits on the supergrades. Every principle of logical management structure requires that our chief supervising attorney have this higher designation (as is the case in virtually all other agencies), but apparently this cannot be accomplished without passage of the proper legislation. We will find it difficult to offer opportunities for senior attorneys comparable to those offered in other Federal agencies, let alone private employment, if this improvement cannot be made at an early date.

Our need, if more acute, is similar to that of many other agencies. We join in urging passage of legislation authorizing additional supergrade positions.

Sincerely,

JEROME K. KUYKENDALL, *Chairman.*

Senator STEVENS. If there is nothing further to come before the committee, the committee will stand in recess subject to call of the Chair.

(Whereupon, at 11 a.m. the subcommittee recessed subject to call of the Chair.)

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