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91-75 REORGANIZATION PLAN 4 OF 1970 TO CREATE A
NATIONAL OCEANIC AND ATMOSPHERIC ADMINIS-
TRATION IN THE DEPARTMENT OF COMMERCE

GOVERNMENT
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HEARING
BEFORE THE
SUBCOMMITTEE ON OCEANOGRAPHY
OF THE
COMMITTEE ON COMMERCE
UNITED STATES SENATE
NINETY-FIRST CONGRESS

SECOND SESSION
ON

REORGANIZATION PLAN 4 OF 1970 TO CREATE A NATIONAL
OCEANIC AND ATMOSPHERIC ADMINISTRATION IN THE
DEPARTMENT OF COMMERCE

JULY 27, 1970

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REORGANIZATION PLAN 4 OF 1970 TO CREATE A
NATIONAL OCEANIC AND ATMOSPHERIC ADMINIS-
TRATION IN THE DEPARTMENT OF COMMERCE

MONDAY, JULY 27, 1970

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON OCEANOGRAPHY,
Washington, D.C.

The committee met, pursuant to notice, at 10 a.m., in room 5110, New Senate Office Building, Hon. Ernest F. Hollings (chairman of the subcommittee) presiding.

Present: Senator Hollings.

Senator HOLLINGS. Gentlemen, the committee will come to order. This will be a closed briefing by the Department of Commerce for the Committee on Commerce and its Subcommittee on Oceanography. An official record will be kept. The reason for the closed briefing is that we do not want to preempt the Committee on Government Operations in their hearing to be held on July 29. However, many of us have been interested in this. We want to ask certain questions, and I think perhaps the orderly way is to hear from Under Secretary Siciliano this morning. You may introduce for the record, Mr. Secretary, your assistants, and we will proceed from there and hear from you.

STATEMENT OF HON. ROCCO SICILIANO, UNDER SECRETARY, DEPARTMENT OF COMMERCE; ACCOMPANIED BY DR. MYRON TRIBUS, ASSISTANT SECRETARY, SCIENCE AND TECHNOLOGY, AND DR. TOWNSEND, DEPUTY ADMINISTRATOR OF ENVIRONMENTAL SCIENCE SERVICES ADMINISTRATION, AND DR. STEVEN SCHANES, SPECIAL ASSISTANT TO THE SECRETARY FOR POLICY DEVELOPMENT

Mr. SICILIANO. Thank you, Mr. Chairman. I am very pleased to introduce to you Dr. Tribus on my immediate left, who is Assistant Secretary of Commerce for Science and Technology; Dr. Townsend, on my immediate right, who is the Deputy Administrator of Environmental Science Services Administration; and on the far left is Dr. Steven Schanes, who is the Special Assistant to the Secretary and Director of the Office of Policy Development.

We appreciate the opportunity to appear before this committee this morning and to respond to questions that you and members of the committee may have in regard to Reorganization Plan No. 4, which was

Staff member assigned to this hearing: H. Crane Miller.

submitted by the President to create a National Oceanic and Atmospheric Administration within the Department of Commerce. As a result of an earlier briefing with this committee and the subsequent formal submission of the NOAA reorganization by the President, you are already familiar generally with the components in the new agency that is being proposed and the reasons given by the President for the creation of this Ocean and Atmosphere Agency, so I will not, in these remarks, repeat any of the details, but I do have with me, as I have indicated, the officials, together with myself, who have devoted a great deal of time and energy, hopefully some skill, to handle some of the details of the proposed reorganization.

I do have several points to make before we get into the reorganization itself, and the first is that the Secretary, who unfortunately is not able to be here this morning, gives this whole effort his strongest personal support, and certainly we do. We are honored to receive this assignment, and we are also determined that NOAA will not be just a bureaucratic reshuffling. Its work is clearly going to be among our highest priorities.

Second, while we believe this is a sound administrative package, we also know that within the Federal Government no agency is an island, so we need the help, and we must have it, of our sister agencies, whom we intend to work with to the very best of our abilities; that is, sister agencies both within the Department of Commerce as well as within other major departments of the Government.

Third, we would like to just remind all who are interested that the Department of Commerce interests are already heavily involved in the oceans and in the atmosphere. This is not new, because it was in 1965 that there was established in the Department, under Reorganization Plan No. 2, the Environmental Science Services Administration, perhaps better known for its two major components, the weather bureau and the U.S. Coast and Geodetic Survey. Both of them serve as a national focus in our efforts to protect the state of the ocean, the lower and upper atmosphere, as well as the size and shape of the earth, so we are very partial to NOAA and assure you that we intend to give it this utmost priority and all of our responsibility.

Finally, we have got to recognize the intense interest in work that has taken place in your committee in this very vital area, so we look very much to working with you to make the program work and to develop any new initiatives that might become apparent as we tool up. We are very grateful for your own expressions of confidence that you made public following the submission of the President's plan, and you give us added incentive to see that your confidence is not misplaced at this time.

At this point, Mr. Chairman, I think we would like to answer any questions that you may have.

Senator HOLLINGS. Let us get right to the objectives. I have been trying to watch closely the acceptance and reaction on the Hill. I have noticed only this morning a statement by Senator Gravel, of Alaska, about his apprehension that the Bureau of Commercial Fisheries would not receive the proper attention; it would be downgraded; that the allocation of Sport Fisheries along with the Bureau of Commercial Fisheries with the Commerce Department would perhaps be a bad mistake. What do you have to say, Mr. Secretary, relative to the

Bureau of Commercial Fisheries, and its not receiving the proper attention and being lost in the new agency? I take it from Senator Gravel's statement that you have an agency all hepped up on oceans, and somehow the fishery is going to be lost in the meantime.

Mr. SICILIANO. We would like to prove very strongly that their concern here is an unnecessary one. We feel that marine fish is an important natural resource. We intend to make certain that the activities are not downgraded or minimized or shunted aside.

We have met a number of times with the Director and Associate Director, and last week I met with all of the field Directors of the Bureau of Commercial Fisheries in order to make certain that they understand the importance that we see in it. The Secretary and I and other officials, key officials of the Department, understand the concerns, but we feel that we can eliminate them. We are in the midst of meetings with the fish and fishery people. Certainly there is not going to be any diminution of our attitude with regard to these key activities. I know that Dr. Tribus may have a comment to make on this.

Dr. TRIBUS. I should like to point out that the administration of the sea grant program and the Bureau of Commercial Fisheries in one agency would give us an opportunity to strengthen the activities with respect to the management of fish life. The concern we have is a national one; that is, fish form a national resource, and they are a renewable resource. Whether you examine this from the point of view of sport or whether you examine this from the point of view of commercial fishing, you must pay a great deal of attention to the scientific management of fish life, and this is an area to which we think we can contribute. We hope that those who are concerned over this program will talk with us about their concerns, and we think that they will be pleased when they see what we intend to do.

Senator HOLLINGS. Specifically, what do you intend to do with the staff of the Bureau of Commercial Fisheries, presently in force in the Department of the Interior?

Mr. SICILIANO. We hope that the whole staff will come to the new agency, including its Director, Associate and Assistant Directors. This is our intention; I believe it is the intention of those individuals themselves. We will create, within the NOA Administration itself, an organization which, tentatively at least, we have called the National Marine Fisheries Service. This name has been discussed with the industry, and with the present Director, as well as, in fact, the whole group of top officials of the Bureau of Commercial Fisheries. This seems to be pretty well accepted by them. Dr. Townsend and I spent several hours with the annual meeting of the Bureau of Commercial Fisheries last Friday, right?

Dr. TOWNSEND. Yes.

Mr. SICILIANO. That is right, and we went over some of our plans, and I think they are very eager, actually, to make the move.

Senator HOLLINGS. As from your discussion with the personnel in that Department?

Mr. SICILIANO. From our discussion with the personnel, yes.

Senator HOLLINGS. You persuaded them?

Mr. SICILIANO. Well, we hope it is a mutual thing, and all the signs indicate that it is.

Senator HOLLINGS. From the testimony when these hearings were had on the proposal for the reorganization, the Department of the Interior dissented, arguing that the Bureau of Commercial Fisheries was not receiving an increased request. They were continually cut down within the Department before their request was forwarded to the Bureau of the Budget, much less the Members of Congress. And many Members of Congress felt this was not only a definite inadequacy, but a downgrading of the Department of the Interior. Do you have any ideas about the budgetary needs?

Mr. SICILIANO. There will not be any downgrading here in the Department of Commerce or in the new NOA Administration. We find ourselves in the midst of a new budget planning season, which is already far along, and our Assistant Secretary for Administration, Mr. Jobe has in the past few weeks here been meeting with the Interior Department to learn the scope of the Bureau of Commercial Fisheries new budget.

It is our intention to not see any further reduction or diminution or another kind of decrease in their appropriation. I cannot, of course, give you any specific figures. It is much to soon for that, but this is the only encouragement that means anything, we realize, and that is the strengthening of their financial size and their financial operation.

Senator HOLLINGS. For the purposes of the record, I want to keep all the questions on fisheries together, if I can, so I am going to ask Mr. Miller and Mr. Rush here to ask any questions they have before I move on to the other point of an environmental concern by Senator Nelson.

Mr. MILLER. Mr. Siciliano, it is not clear whether, from what I have seen so far, the anadromous fish programs from the Department of the Interior, particularly in the sport fish area, will be coming to the new NOAA.

Mr. SICILIANO. The anadromous fish programs that are in the Bureau of Commercial Fisheries comes over.

Dr. TOWNSEND. The situation is that the status quo will be maintained in the anadromous fish area. We looked at this problem very carefully from all sides, and finally decided, in considering the nature of the problem and the involvement of the State and local people, that it was best not to split out the anadromous fish programs completely from the Bureau of Sport Fisheries and Wildlife; the overall program will remain as it is. Under these programs BCF in some cases reimbursed BSWF and that will continue for the foreseeable future.

Mr. MILLER. Does this have any impact, then, on the marine laboratories? How about Sandy Hook, which has a combination?

Dr. TOWNSEND. That is a little bit different. Five marine sport fish laboratories are to be transferred to Commerce under Reorganization Plan No. 4; those laboratories are at Sandy Hook, N.J., Narraganset, R.I., Panama City, Fla., Tiburon, Calif.—I have missed one—and Corpus Christi, Tex. They have been involved to some extent with the anadromous fish, but they are primarily in the migratory marine game fish business.

Mr. MILLER. Concern has been expressed, particularly by conservation interests, in the splitting of the two fisheries. It was considered difficult when there were two Bureaus within the Department of the

Interior, splitting of sport fisheries and commercial fisheries, and now they fall within two different departments. What steps are being made to insure that there will be a coordination of programs, and perhaps to answer some of these objections?

Dr. TRIBUS. The problem of coordination comes really in two parts. One is the matter of coordination of scientific and research effort, and I think this is a lot easier to do, in my experience, than people who are not involved in the day-to-day coordination activities realize. There is another kind of coordination, which is the coordination within States. It is the coordination of the on-going action programs, research programs. That is going to remain as it was, and again I do not believe that coordination is going to be any more difficult than it has been in the past.

In each case, the major difficulty has been, in the past, the problem of funding, but the problem of coordination is not that difficult, because at this level, and in terms of these programs, there just is not any competition, there is a complementary activity.

Mr. SICILIANO. We think the Department has proven the record of the success of this coordination in these scientific and technical figures; also in this very technical area, meteorology, geodesy, mapping, charting, so we do not see any problems here in terms of coordination.

Senator HOLLINGS. Let me get specifically to the conservation associations, and I will list those for the record, mentioned by President Nixon on July 8: The American Forestry Association, the American Institute of Biological Sciences, the Historic Preservation Association, the National Association of Conservation Districts, the National Audubon Society, the National Wildlife Federation, Sport Fishing Industries Trust, and Wildlife Management Institute.

As a result of this telegram sent to the press, stating their opposition to the reorganization plan, both Senator Nelson, of Wisconsin, and Representative Dingell, of Michigan, announce their intent to oppose the reorganization in thrust, as I understand it; that they would resist putting conservation and wildlife and fisheries responsibilities into a department that is economically oriented, oriented only to the economic exploitation and necessity of production. I do not know how they get that under the Weather Bureau and the Coast and Geodetic Survey, but suffice it to say this is the article we were reading from the Evening Star, July 29, by Roberta Hornig.

Can you comment, Mr. Secretary, on this opposition and announced concern of these conservation groups?

Mr. SICILIANO. We think this is very unfortunate. Obviously, we are convinced that there is misunderstanding here by these organizations as to what our main mission is all about. We are concerned with economic development in the commerce development, with the business data, support activity, and technology. I made the point a number of times that I am afraid that few people recognize that over 60 percent of our budget, and more than 60 percent of our people, are now engaged in science and technology.

We may have an unfortunate image to some, perhaps to these groups here, but we are as much conservationist minded as anyone else is. Our policies are not anticonservationist; nor do we favor exploitation,

as it has been said. We are concerned with preservation and the management and reasonable ways of our resources as any other Government agency is, and it is hopeful, at least on our part, that we can convince these organizations that that is our approach. We are meeting with some of them on that list this afternoon. I do not expect we will have immediate converts, but we would nevertheless like to try to explain what we do, how we do it, and how we approach what we do. I think we can convince them in time that we are not all out for the easy buck, as some of them think.

Senator HOLLINGS. You are not making an easy buck in Weather or the Coast and Geodetic Survey, and I can testify you are not making it in textiles. They ought to be more conservative and conservation-minded than economic minded.

Mr. MILLER. Mr. Rush, have you got any questions at all on conservation?

Mr. RUSH. I just wonder whether you intend to issue some sort of statement of policy by which the Assistant Secretary would propose to be bound in administering the duties entrusted to him under Reorganization Plan No. 4. By virtue of NOAA being established under a reorganization plan, rather than the legislation we were considering, there will not be a declaration of policy such as had been designed for the legislation. Many of these same groups, as you recall, came in and wanted specific language inserted to indicate that a priority would be given to conservation interests, among others.

Mr. SICILIANO. We have already attempted this by way of speeches before suitable audiences to indicate our philosophy, which was somewhat along the lines I spoke of a moment ago, but we certainly will find those more formal opportunities to indicate a support and philosophy here, if that is what you mean?

Mr. RUSH. I was thinking that since you were not really given a mandate as to how you are to administer the program, you could create one for yourselves by way of a statement of policy or declaration of policy for the administration of the involved programs.

Mr. SICILIANO. I expect we will be doing that in various forms, repeatedly in the next weeks and months ahead.

Senator HOLLINGS. Mr. Wedin here had some questions on the fisheries.

Mr. WEDIN. Mr. Secretary, a letter by Mr. Schlesinger has been printed in the Seattle Press. It describes a general phasing out of the industry support program by the Bureau of Commercial Fisheries, as it has existed in the Department of the Interior, and the people out there are very much concerned with this, especially in the light of the mercury thing that is in all of the newspapers around the country.

I am wondering what are the industry aid program, support programs that directly assist fishermen, and research programs that you say are the prime type of thing, are being phased out.

Mr. SICILIANO. First of all, I am not familiar with the Schlesinger letter.

Senator HOLLINGS. Nor am I. I guess that is the business consultant.

Mr. WEDIN. This is a letter that was written in the Bureau of the Budget sometime back, and it has gotten in the Seattle Press. It calls for an abolishment of general fisheries, saying: "Why should the Federal Government support any industry?" in this letter.

Senator HOLLINGS. Do you have a copy of that letter?

Mr. WEDIN. No one is supposed to have a copy.

Senator HOLLINGS. Which Schlesinger is it?

Mr. SICILIANO. Is this James Schlesinger?

Mr. WEDIN. I do not know who it is.

Mr. SICILIANO. There is a James Schlesinger, who is the Assistant Director of the Bureau of the Budget. I am not familiar with this letter. I have some doubts that this is our feeling on the matter.

Dr. TOWNSEND. I have not seen the letter either, but I am aware that the Bureau of the Budget is taking a very hard look at the assistance programs and analyzing them to see how effective they are. I have to be candid and say we became aware of this last week, and we must study it too.

Mr. SICILIANO. Let me remind the committee that in this area of subsidies, we have already proven the Department of Commerce a fairly successful bit of achievement with respect to the Maritime Administration. As you know, the President submitted last October a major program calling for the revitalization of commercial marine, and with it goes the accompanying subsidies that are necessary for the construction as well as the operation. I would not like to say this is going to be the pattern that will be followed in everything, but at least it shows our approach and our attitude.

Mr. WEDIN. One more question: There are rumors that there is a plan to move the Bureau of Commercial Fisheries for the most part to Rockville. These people fly 3,000 miles and so forth, and they do not like to rent cars.

They would much rather have it right in town. You are aware of this, are you?

Mr. SICILIANO. I am not aware of the move to Rockville, but I am aware of the fact that I have been asked, "Where is the new NOAA going to be located?" and much to the consternation of Assistant Secretary Jobe, who has the housing responsibilities for the Department of Commerce, we answered by saying they are going to be in the main building. We are, which means that somebody else is going to be moved out; but certainly this major activity of NOAA warrants obviously close attention to and physical proximity to the Secretary of Commerce, so at least part of it is going to be in the main Commerce building. When you get into other activities, I do not know. Jack, do you want to say something?

Dr. TOWNSEND. Yes, we have been examining several options. BCF will have to move from their space in Interior. Rockville is one of the options, but no decision has been made. As a matter of fact, we are still gathering data on the employees, that is, their grades, their functions, their homes, and so forth, so we can see what can be done with the least disruption and in a constructive fashion.

Senator HOLLINGS. Senator Nelson, in the same article I referred to previously, expressed concern about the environmental aspects. He says the most serious marine problems are environmental, and he did not see how we could be assigning this to the Department of Commerce. He asked the question, which is obvious to me. I take it he is getting at pollution. He is a leader in antipollutive concerns in the country.

Dr. Tribus, will you comment with respect to this concern by Senator Nelson?

Dr. TRIBUS. To begin with, we are very much concerned with pollution problems. Our Bureau of Standards is taking a lead. Until we know what will happen in the Environmental Production Administration, we have taken a lead in investigating the capability that the Nation has in performing accurate measurements, the kind of measurements that will stand up in court. We are concerned over the ability to predict the motion of pollution. ESSA, which will be some 80 percent of NOAA, is now heavily engaged in research and in services concerned with pollution.

We have also done our best to provide a mobilization of industry to apply industrial resources to the problems of pollution, and have for a long time maintained expertise with respect to, say, the auto exhaust problem and things like that. It seems to me those who think in terms of pollution being the business of one part of the Government and production being the business of another, do not take into account that we are all involved in one large system, and these problems do not divide up nicely. You have to tackle them from all parts of the Government. In particular, we consider ourselves as having an important role to play in the environmental protection activities; not just from the point of view of the scientific activities, but the fact is that unless we work out adequate methods of taking into account the environment, there just is not going to be any future commerce or any other kind of future, and we see this very quickly and we are committed to it.

Senator HOLLINGS. Dr. Heyerdahl, who has just returned from his ocean voyage, says the oceans are full of oil slicks; many times you could not bathe or get in the water. Are you familiar with this in the Department of Commerce?

Dr. TRIBUS. We are, yes, familiar. There are, for example, the new regulations and the development of new equipment for ships, covering the matter of purging of vessels, the dumping overboard of oil and so on. This is being undertaken very vigorously within the administration, where we have programs for fitting out ships with various anti-pollution measures—this is the Maritime Administration.

Mr. SICILIANO. The Maritime Administration is possessed of perhaps the finest ship design and technology staff of any in the Government, except for the Navy itself, and certainly there will be a close working relationship between these research and applied technical functions of Maritime with the new NOAA.

Dr. TRIBUS. Beyond that, the recent issue, for example, of mercury poisoning—this is important to all of us, and you do not think of it as having importance to sports people or conservation people or with respect to the commercial fishermen. This is a serious problem for all of us and the solution comes about through hard technological efforts. Mercury is a waste material that you have to dispose of very carefully. When you get to the question of means of solving these problems and not just being concerned about them and monitoring them, it is going to be a hard, technological effort.

Senator HOLLINGS. The technical competence and scientific acumen you find most in our Department of Commerce. Do you find any other Department that is better equipped and staffed?

Dr. TRIBUS. The National Bureau of Standards is carrying out approximately 50 percent of its work for Government agencies. We do housing technology for HUD, safety research for the Department of Transportation. We test and report on the materials to be used in the human body; we do this work for HEW. We are involved, for every department of Government, in providing scientific technology and engineering expertise. This has been the mission of our Department for a long time, and will continue to be so. In this connection, we have been able to gather a wide variety of extremely competent scientists and engineers. We think they are an important resource in the war on pollution.

Mr. SICILIANO. I was going to say that, in that connection, we will work closely with the other parts of the President's Reorganization Plan No. 3, which would provide for an environmental protection agency, but the difference is a fairly sharp one. NOAA is a research management of the resource type of agency, whereas EPA—Environmental Protection Agency—is a standard setting and enforcement agency, and, naturally, the liaison between the two will be very, very close. That does not mean that they have not each got their own large set of functions. We certainly expect to work with not only EPA, the new agency, but also with the Council on Environmental Quality, which is headed, as you know, by Russell Train. In that Council, as we see it, the policy-making, the policy-reviewing kind of policy, and its activities are somewhat even broader than we find in EPA. For example, it is concerned with areas that are not, at the moment, placed in either of these two activities, such as NOAA is.

Dr. TRIBUS. If I may just point out, for example, that the most recent authoritative report on the question of the concentration of oxygen in the atmosphere came out of the joint efforts of the Bureau of Standards and ESSA. Many people have been concerned that, due to industrial activity, the oxygen content of our atmosphere might have been decreasing. This required extremely careful work in observations around the world, and the most authoritative report came out from the Department of Commerce within the last 6 weeks, and it is reassuring. It points out there has been no detectible change in oxygen concentration in the last 60 years. More importantly, if you do burn all the fossil fuels that we have any expectation to utilize economically, it still would not make a significant effect.

And, so far as oxygen concentration is concerned, let me make it perfectly clear that there are other things to be concerned about—the growth of the contaminants. In fact, I recently published a paper in the Science magazine, pointing out our concern over the question of lead in the atmosphere as a potential modifier of the weather. There are other areas that we have concern about, but I just wanted to point out that this particular measurement on oxygen concentration is something we did on our own initiative, because we knew it was an important problem and we went ahead.

Senator HOLLINGS. Senator Pell was concerned about the transfer of the sea grant program to the Department of Commerce. For example, they have outstanding personnel and an unusually good program. We did not find anything in the Stratton Commission to report a defect. We want to make certain that it is kept reliable. Do you have any comment?

Mr. SICILIANO. Yes; we do. This is a very important problem. It is a relatively new program. It is analogous to the land grant college concept. At the moment, its budget is about \$10 million, and the number of people that are actively involved in the administration of the program are just a dozen or less. We talked to Mr. Able, who is an outstanding administrator, and he is happily going to come with the program and with him his people. We are delighted to have him. We are also delighted to have the program. We think that this program is on the threshold of much greater things.

Senator HOLLINGS. Two things now. Before I go off this, I want to see what comments you have, if any, on coastal zones and coastal laboratories obviously not included in the reorganization plan. We are ready to make a report. Do you find any objections, as pertains to this reorganization plan, that will forbid it going into Commerce? What comment, if any, do you have on that, Mr. Secretary?

Mr. SICILIANO. My comments are going to be very few, and perhaps you might feel somewhat guarded because, as you know, the administration's statement position on coastal zone management was in last November. I realize now that, in view of the new NOAA proposal, a reappraisal has been asked. I believe you, yourself, Mr. Chairman, asked that this reappraisal would be conducted. It is about ready to begin.

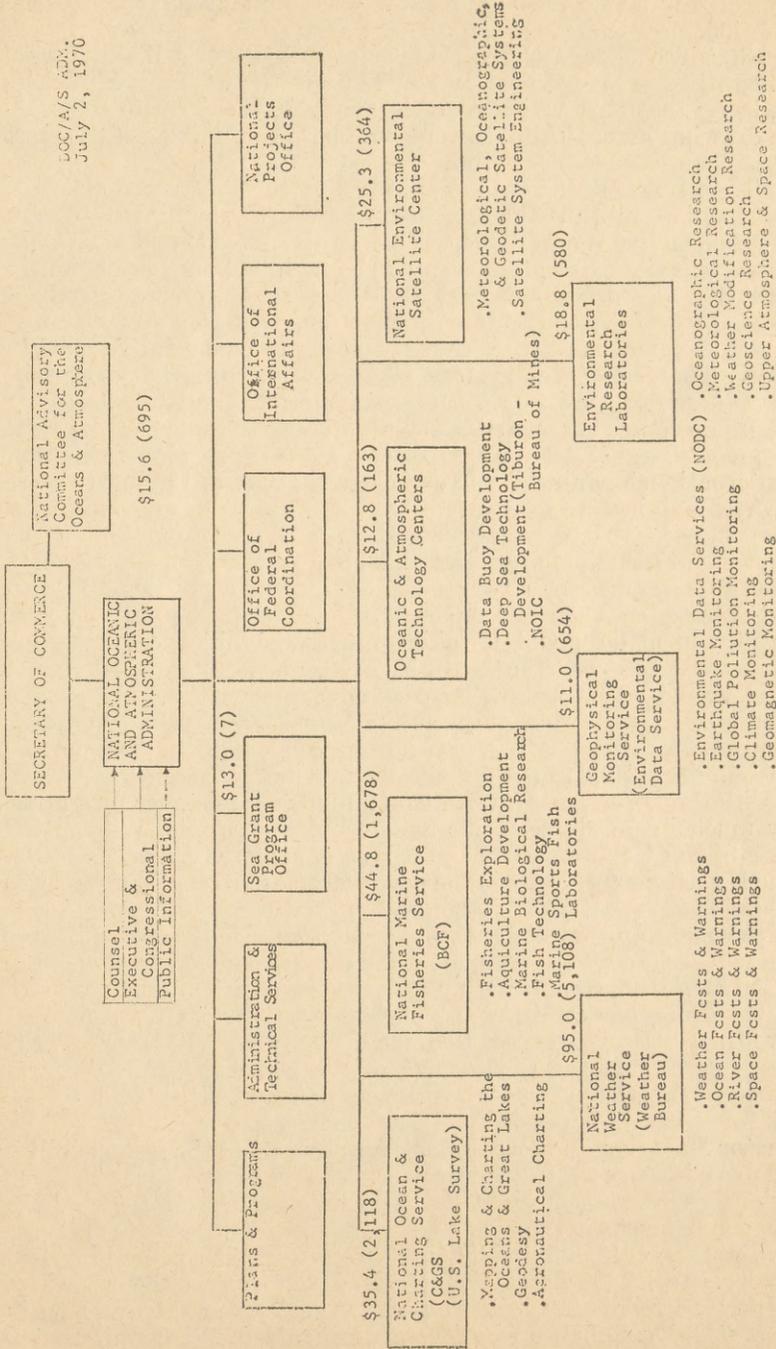
Mr. RUSH. But the reorganization plan is independent of the coastal zone management program, is it not?

Mr. SICILIANO. Yes; this reorganization plan is completely independent from any coastal zone management issue, because, as you know, that is new legislation and reorganization of the proposal by statute, and we only deal with existing legislation.

Senator HOLLINGS. Mr. Secretary, on this chart we have before us, showing a breakdown of the organization of the National Oceanic and Atmospheric Administration, both by way of the number of personnel and the budgetary amounts allocated therein, we want to make as much as we can for the record, and so this entire reorganization chart, we will put it in the record at this point. Referring to it, can you run over this very briefly or make comments or elaborations that you think appropriate.

(The chart follows:)

LCC/A/S ADX,
July 2, 1970



\$35.4 (2,118)
 National Ocean & Charting Service (C&GS) (U.S. Lake Survey)
 Mapping & Charting the Oceans & Great Lakes
 Geodesy
 Aeronaautical Charting
 National Weather Service Bureau
 Weather Fests & Warnings
 Ocean Fests & Warnings
 River Fests & Warnings
 Space Fests & Warnings
 National Marine Fisheries Service (BCF)
 Fisheries Exploration
 Aquaculture Development
 Marine Biological Research
 Fish Technology
 Marine Sports Fish
 Marine Sports Fish Laboratories
 \$95.0 (5,108) Laboratories
 Geophysical Monitoring Service (Environmental Data Service)
 Weather Fests & Warnings
 Ocean Fests & Warnings
 River Fests & Warnings
 Space Fests & Warnings
 Environmental Data Services (NODC)
 Oceanographic Research
 Meteorological Research
 Weather Modification Research
 Geoscience Research
 Upper Atmosphere & Space Research
 Data Buoy Development
 Deep Sea Technology Development (Tiburon - Bureau of Mines)
 NOIC
 Oceanic & Atmospheric Technology Centers
 Data Buoy Development
 Deep Sea Technology Development (Tiburon - Bureau of Mines)
 NOIC
 Environmental Research Laboratories
 \$11.0 (654)
 \$12.8 (163)
 Oceanic & Atmospheric Technology Centers
 Data Buoy Development
 Deep Sea Technology Development (Tiburon - Bureau of Mines)
 NOIC
 Office of International Affairs
 National Environmental Satellite Center
 \$25.3 (364)
 National Projects Office
 Office of Federal Coordination
 Sea Grant Program Office
 Administration & Technical Services
 \$13.0 (7)
 Counsel Executive & Congressional Public Information
 NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION
 \$15.6 (695)
 National Advisory Committee for the Oceans & Atmosphere

Totals; \$271.7 (11,367)

Notes: 1. No reimburseables included
 2. Dollars shown in millions, rounded (Fiscal year 1971 House Allowances)
 3. Positions shown in brackets ()

Mr. SICILIANO. Yes; this is just a draft. Overall, as you know, this means roughly about 13,000 personnel with a budget of about \$235-250 million.

As we said earlier, I think Dr. Tribus mentioned a little over 80 percent of this new organization is already in the Commerce Department, being that part which comprises ESSA. We get into the schematic drawing here. I think the one who has been living with it most are Dr. Schanes or Dr. Townsend.

Dr. TOWNSEND. Yes; I would like to say for the record that the lines immediately below the box that contains the administrator are strictly schematic. We have not worked this out yet, and we would prefer to wait until the administrator is appointed, because obviously he will be concerned about how the top staff officers are grouped together. Those boxes indicate only functions that we know we must do, and it does not mean that they are going to be organized exactly this way. There is one exception—the sea grant program office will have that kind of status in our final organization.

One other comment on that top line, is that the new NOAA will pick up considerably more work. In two areas, Federal coordination and international affairs, it is very clear that we are going to have major new activity.

Down below, we have what we call, in Commerce, our major line components or principal organizational—

Senator HOLLINGS. Dr. Townsend, let me interrupt. I apologize, but that Office of International Affairs, can you elaborate on that comment you made, about it taking on new significance?

Dr. TOWNSEND. Yes. For example, ESSA has quite a large international activity now, but it has been concerned with working with international organizations such as the World Meteorological Organization and working with other nations cooperatively, such as our stations in the Caribbean that obtain data on hurricanes. We also work with the Department of State on voluntary assistance programs, pretty much in purely scientific and technical projects. When BCF comes into NOAA, however, we pick up a new activity. That is assisting the Department of State in the negotiation of international treaties and things of that nature. I just highlighted it because the oceans and the atmosphere are part of a single system and the United States is only involved in a certain amount of land and water. If we are going to be successful in conserving our environment, we must work with other nations, other countries, so I consider it very important.

Mr. MILLER. Do you expect that the new NOAA will be one of the primary places that the Department of State will look for technical advice in international matters, such as a new seabeds treaty?

Dr. TOWNSEND. I hope so.

Senator HOLLINGS. You would look for advice, but the responsibility would be with the State Department. You have got some rhubarb going on in Government right now about the seabeds treaty, and the meeting on August 3 in Geneva.

Mr. SICILIANO. It is the right word to use—rhubarb. We have had some concern with the draft. We expressed that concern the other day, last Friday. I might say, with respect to the forthcoming meeting in Geneva, it is Dr. Schanes who is getting involved. We definitely feel we have a role and a very strong role to play, and certainly a stronger

one than we have had played in the past. This NOAA, I think, gives us ample reason to support that thesis.

Mr. RUSH. The negotiating is such that I presume it would be a function of the State Department?

Mr. SICILIANO. State has overall responsibility, but we use this word cooperation so often, and I think here is the point cooperation should be utilized to its maximum meaning.

Senator HOLLINGS. Elaborate on that Office of Federal Coordination, please, Dr. Townsend.

Dr. TOWNSEND. We, as you know, have a number of coordinating responsibilities with which we are charged, some through Bureau of the Budget directives, some through directives from the Vice President. This Office would continue to coordinate the country's meteorological effort. We also have a coordination responsibility in geodesy and other areas of the earth sciences. We visualize this work expanding, because we now must cooperate with other departments, particularly in the fisheries areas we were discussing earlier.

We have shown the office independently simply to indicate the people who are working there are working for Government groups as a whole, and we intend to keep the office somewhat isolated from any internal NOAA prejudices.

Dr. TRIBUS. I would like to point out that this is an important result of experience that ESSA has had. For example, I serve as a Federal coordinator in meteorology, but the staff of ESSA does all the staff work. We distinguish, in our coordinated meetings, between the staff which is doing the coordination and, say, Weather Bureau representatives who attend wearing the Department of Commerce hat. Through the separation of the coordination activity from the activities in our own Department which are coordinated, we have found that in dealing with the other agencies, they accept the coordinator's role as one in which he professionally administers coordination without wearing a Commerce hat.

This is terribly important when you have the work of several departments of Government to coordinate. The man who is charged with the coordination is respected as a professional in that work and not considered a fellow who comes in looking out for his own agency's interests.

For example, in the Federal coordination work dealing with the use of computers in meteorology, we have to sit down and work out with all the other agencies the priorities with which computers should be purchased and used and related to one another.

Senator HOLLINGS. The Marine Sciences Council, I think it is, has the Vice President as its chairman, and this Council has just been continued for another year, but perhaps will be phased out. Will this Office more or less take over the possibilities?

Mr. SICILIANO. To some extent. I had not thought of it that way, but it seems to me yes, it would be a very likely role for this office.

Senator HOLLINGS. You had not thought of it.

Dr. TOWNSEND. Yes. Certain aspects of what the Council does—for example, there is an activity on Marine Environmental Prediction. I think the administration's position and the Council's is to extend it a year, and during that period study the matter very carefully to see what should be done.

Senator HOLLINGS. The National Projects Office, that is totally new now, is it not?

Dr. TOWNSEND. Yes, sir, it is. We did have something similar to it in ESSA, when we ran the Bomex project, but we have considered conceptually that as we move along, there may be a number of projects that are large enough, that involve many different agencies, and that involve enough of NOAA, to require coordination or management at top level.

An example of this might be something like Tektite II.

Mr. SICILIANO. Explain what that is.

Dr. TOWNSEND. Tektite II is really an interagency effort now managed by Interior. It is a habitat that is placed on the sea bottom. They are placing it at 50 feet and 100 feet this year. Aquanauts operate in and out of the habitat and are able to stay on the sea floor and conduct scientific investigational operations quite freely, without having to bob up and down.

Senator HOLLINGS. And females.

Dr. TOWNSEND. They have some marvelous talent.

Senator HOLLINGS. Proceed down to the next line.

Dr. TOWNSEND. Our major operating components are across the bottom of the page. The names are still subject to some sharpening. We have discussed them and we are now in a series of meetings with the people who are going to join us as partners in NOAA to get their advice and assistance. We are trying to make the names meaningful, in the sense of indicating what the group does. I think they are going to end up pretty close to what you see here, but there are some improvements possible. For example, we have considered "National Ocean Survey" as being a simpler and more direct title for the Ocean and Charting Service, but the functions written under the names are pretty much what we expect. They are the highlight functions. Not every function is shown here, but we put enough down so people can understand what the major thrust of that operating organization will be.

Very quickly, the National Ocean and Charting Service really combines the present Coast and Geodetic Survey and the Lake Survey. We talk about having this as our principal operating arm in the oceans. They will be responsible for the majority of ships and the operation of those ships.

The National Weather Service is pretty much the Weather Bureau, but we have added some functions there to make them our real time prediction activity. The kinds of things that must be observed, understood, computed, predicted, and then gotten back out to the user quickly would fall under their jurisdiction.

It may surprise you that we are really already in this space forecast and warnings business, for both telecommunications and in support of NASA's Apollo program.

The National Marine Fisheries Service is essentially BCF intact with its present leadership plus the marine sports fish labs. The Geophysical Monitoring Service is something new. We are considering taking the data functions that ESSA is already engaged in, adding the National Oceanographic Data Center from the Navy, and in addition, putting in geophysical work that has a characteristic of requiring measurement but the data are not used in real time. For example,

seismology, geomagnetism, are things of this nature. Climatology, where you want to make a long-term measurement and understand how the weather is changing, however subtle, is another example.

The Oceanic and Atmospheric Technology Center or Agency is really the newest component of NOAA. What we have done is to take the Coast Guard data buoy project, the Tiburon activity, which is under the Bureau of Mines and is now engaged principally in marine mining technology, and the National Oceanographic Instrumentation Center from the Navy and combine them as the seed of a new activity that we hope will carry forth many of the Commission's recommendations on technological support for ocean exploration.

Dr. TRIBUS. This activity will probably pick up some of the recommendations that we made in the 5-point program that the Vice President discussed last year, and we have been looking over additional technology developments that might be required. For example, underwater powerplants are needed, and some push in developing their technology at this time would be useful.

This activity is one that was called for very strongly by the Stratton Commission, and when the Director of NOAA is chosen and when the Advisory Committee has been appointed, I anticipate that they will review the priorities for some of these proposed projects, and you will find that this technology development activity would be a fairly large one. It would be a very significant contribution to NOAA. Up until this time, in the absence of NOAA, there has not been a centralized place in which this technology development belonged, and this creation of the Center is our response to that recommendation in the Stratton report.

Mr. MILLER. Do you expect that any of the capabilities of the Maritime Administration will be melded with those of the Oceanic and Atmospheric Technology Center?

Mr. SICILIANO. Yes, we certainly do.

Dr. TRIBUS. In ESSA, there is another aspect there, another activity there involving research in telecommunications, that will be removed from ESSA and will form a fairly substantial portion of the new activity that we have not settled completely on the name, but are referring to it as the National Bureau of Telecommunications; a new Agency to be established, to be responsive to the telecommunication needs of the executive branch.

Mr. SICILIANO. That is just being developed.

Mr. MILLER. The data buoy program management in the Coast Guard, what plans are being made for transfer of management?

Dr. TOWNSEND. I have had a number of discussions with the Department of Transportation and the project itself. What we plan to do at the present time is as follows: We have asked that the Coast Guard continue the officers who are now on the project through to the normal end of their tour of duty. You should realize that although the project has some 53 billets, only about 22 of them are filled at the present time, so they were in the process of expanding. We have plans to eventually replace the officers with personnel from both the civilian sector and probably from the NOAA Commissioned Officer Corps.

There are two aspects of this that I think are important. One is that the project office is to move to the Mississippi test facility of

NASA. The Department of Transportation had made that agreement earlier, and we are honoring it. Two, it will always be necessary (and I am asking the Coast Guard for assistance in this) to have a Coast Guard officer on the project, perhaps more than one, because as we view it, the Coast Guard will have an important role in placing and tending those buoys for NOAA. I think those are the high points.

Senator HOLLINGS. Move on now to the National Environmental Satellite Center as the bottom one.

Dr. TOWNSEND. They are very easy to take care of. The National Environmental Satellite Center is physically out at Suitland, and they are responsible for the operational meteorological satellites that are being used every day. They also have a research capability and this includes experiments on NASA's satellites. We do not see a major change here, except that we will emphasize some of the oceanographic work that was just being developed out there.

The Environmental Research Laboratories remain pretty much as they are, with the exception of the telecommunications group, which is transferred elsewhere within the Department of Commerce.

Senator HOLLINGS. What about your Advisory Committee? What is the significance? The Stratton Commission asked for the committee in a separate budget, as recommended by the President, and here is an Advisory Committee recommended by the Secretary himself. Would you comment on that?

Mr. SICILIANO. The actual message of reorganization does not specifically state what should be done with respect to that Advisory Committee. As you have indicated, the cover letter that the President submitted recommends that an Advisory Committee be established by the Secretary of Commerce. There has been some concern, especially by members of the House, that this committee should be given a higher status. As I understand it, they are feeling that this should be done by Presidential appointment rather than by the Secretary. We, in any case, feel and we agree that the committee should be given the highest kind of prominence and identification with this whole activity. Whether it is a Presidential appointment or by the Secretary, certainly the caliber of the people that will be selected will be the best and most representative and also the widest in their own backgrounds, so that we are going to look for the same kind of people that served with Dr. Stratton on that Commission. If it is going to be done by the President, fine, or by the Secretary, fine.

I might add another thing that I have not touched on yet. The Secretary, because of the concern that has been expressed by some of the fish people, does want to have an additional Advisory Committee that would advise this National Marine Fisheries Service. It is indicated on the chart. The separate one is more concerned with the fish.

Senator HOLLINGS. Did he formally present that request in the hearings before the Committee on Government Operations in the Senate?

Mr. SICILIANO. He will mention it. He is going to do that.

Senator HOLLINGS. What will be the legislative procedure whereby we agreed? How would he do it? Would you have a supplementary reorganization message?

Mr. SICILIANO. No, we could do this under his own authority.

Dr. TRIBUS. I should like to comment here that this is an example of where I wish the people who are concerned over these things would

look a little more closely at how the Department of Commerce is actually run. I came to the Department through service as a private citizen on the Advisory Committee. We make quite liberal use of Advisory Committees, and these Advisory Committees are not window-dressing. When I served on the Commerce Technical Advisory Board, I can recall having received a request from the Department that we take on a particular program. I remember sitting at the meeting and telling the Department that we were not going to do that; we were going to do something else. If the Department wanted our advice, they would have to take it on those grounds, and the Department shifted its grounds—

Mr. SICILIANO. The prior Administration.

Dr. TRIBUS. I go to my Advisory Committees and say: "This is what I would like you to do," and we have a long discussion. Sometimes, as a result of that discussion, we go off on a different tack than the one I went to them with. The Advisory Committees are taken very seriously. We go out and get the best people we can. We have them meet frequently with us. Their results are reviewed at the highest level. Much more important than the appointment of the Committee is how the Department of Commerce uses the committees, and I think any investigation of how these committees work with the Department of Commerce would satisfy these people.

Senator HOLLINGS. The head is going to be at a top grade for the administration. Do you want to make a comment at this point, Mr. Secretary?

Mr. SICILIANO. As you know, this position is at a level 3, which is equivalent to an Under Secretary for most Government departments. Certainly, for the Department of Commerce it is the same. The Deputy would be a level 4 or a rank of Assistant Secretary. It is our complete intention to appoint a person who will be widely regarded as an outstanding administrator, a scientist. Those combinations are pretty hard to find, but we think it is what we want, and we intend to give it just that kind of exemplary leadership.

Mr. MILLER. Mr. Siciliano, returning to the National Advisory Committee for the oceans and atmosphere, has any thought been given in terms of an overall philosophy for the makeup of that committee? Could you advise us as to what this would be leaning toward? Would it be science and technology, or more a social relevance of the ocean? How will it be born?

Mr. SICILIANO. There is concern from different parts of the communities of interest here that we are going to emphasize the oceans in favor of or against the atmosphere, but clearly the mandate on us is to try to take a balanced group of people who do represent the intellectual community, the academic community, the conservation community; not to the exclusion or overemphasis of one or any of them, and I think this is going to be a very important job of ours to pick up the widest kind of representation that we can have.

Mr. MILLER. Have you found any areas where new authority will be required in the course of the review of the organization by NOAA?

Mr. SICILIANO. I would say the answer is probably no, and the reason I am using the word "probably" is that it is still a little early. I have not any doubt that there are not areas where additional legislation will be needed.

Mr. MILLER. I wonder if we can have a statement for the record what the new NOAA Corps, as Dr. Townsend said, will be.

Dr. TOWNSEND. Yes; Reorganization Plan No. 4 provides for carrying forward the ESSA Commissioned Corps into NOAA in very much the same fashion that the Commissioned Corps of the C. & G.S. came into ESSA. This is a uniformed service. There are about 300 officers. They all possess degrees in science or engineering. Some command our ships and others run the field parties that do geodetic surveys. We think it has been very valuable to us to have such a Corps. The need for it has been reviewed a number of times, and each time the decision has been made that the advantages of having such a Corps outweigh any disadvantages.

Mr. RUSH. On your Advisory Committee, has the size of that been established either definitely or tentatively?

Mr. SICILIANO. No, it has not. We are not sure it would be. I would guess in the nature of 12 to 15, slightly more.

Mr. RUSH. Your representatives would be by interest groups, that is my understanding?

Mr. SICILIANO. No, it—

Mr. RUSH. Is any geographical representation contemplated?

Mr. SICILIANO. We want interest groups represented and geographically we can balance that with geographical representation as well, that is right.

Senator HOLLINGS. Mr. Secretary, we appreciate very much you and your colleagues in this briefing this morning. Is there anything you wish to add?

Mr. SICILIANO. No, except to say we are eagerly looking forward to the opportunity of proving that we not only want this, but we could do a good job.

Senator HOLLINGS. Thank you very much for your appearance. We appreciate it.

(Whereupon, at 11:30 p.m., the hearing was closed.)



