

world. So I am glad and honored that our authorities have had the wisdom to participate in this fashion, because the Seattle Fair will be very helpful in developing an atmosphere which will be of great value to all, including the New York Fair.

I wish to express my appreciation for the attitude taken by Senators. Again, I express to the Senator from Florida [Mr. HOLLAND] our appreciation of the wisdom and generosity he has demonstrated. All of us understand how hard-headed he has been about the amount of money to be spent, and we understand why he takes such a position. But we very much appreciate his understanding of New York's problem, and we are most grateful.

Mr. KEATING. Mr. President, will the Senator from Washington yield to me?

Mr. MAGNUSON. I yield.

Mr. KEATING. I wish to add a word of appreciation for the support of the distinguished Senator from Washington [Mr. MAGNUSON], the chairman of the Commerce Committee. The stand he has taken has been most helpful. Furthermore, I wish to say to him that, as he knows, with his generous assistance for which I am extremely grateful, I have already started one member of my family on the way to Seattle; and I shall certainly try to be there myself.

I wish Seattle every success. I know that both these fairs will make a great contribution toward a better understanding of our country, among our friends abroad.

The PRESIDING OFFICER. If there be no further amendment to be proposed, the question is on the engrossment of the amendments and the third reading of the bill.

The amendments were ordered to be engrossed, and the bill to be read a third time.

The bill (H.R. 11038) was read the third time.

EXPEDITION OF UTILIZATION OF TELEVISION TRANSMISSION FACILITIES IN PUBLIC SCHOOLS AND COLLEGES—CONFERENCE REPORT

Mr. MAGNUSON. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 205) to expedite the utilization of television transmission facilities in our public schools and colleges, and in adult training programs. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read as follows:

CONFERENCE REPORT (H. REPT. No. 1609)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 205) to expedite the utilization of television transmission facilities in our public schools and colleges, and in adult training programs, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the House amendment insert the following: "That title III of the Communications Act of 1934 is amended by adding at the end thereof the following new part:

"PART IV—GRANTS FOR EDUCATIONAL TELEVISION BROADCASTING FACILITIES

"Declaration of purpose

"Sec. 390. The purpose of this part is to assist (through matching grants) in the construction of educational television broadcasting facilities.

"Authorization of appropriations

"Sec. 391. There are authorized to be appropriated for the fiscal year ending June 30, 1963, and each of the four succeeding fiscal years such sums, not exceeding \$32,000,000 in the aggregate, as may be necessary to carry out the purposes of section 390. Sums appropriated pursuant to this section shall remain available for payment of grants for projects for which applications, approved under section 392, have been submitted under such section prior to July 1, 1968.

"Grants for construction

"Sec. 392. (a) For each project for the construction of educational television broadcasting facilities there shall be submitted to the Secretary an application for a grant containing such information with respect to such project as the Secretary may by regulation require, including the total cost of such project and the amount of the Federal grant requested for such project, and providing assurance satisfactory to the Secretary—

"(1) that the applicant is (A) an agency or officer responsible for the supervision of public elementary or secondary education or public higher education within that State, or within a political subdivision thereof, (B) the State educational television agency, (C) a college or university deriving its support in whole or in part from tax revenues, or (D) a nonprofit foundation, corporation, or association which is organized primarily to engage in or encourage educational television broadcasting and is eligible to receive a license from the Federal Communications Commission for a noncommercial educational television broadcasting station pursuant to the rules and regulations of the Commission in effect on April 12, 1962;

"(2) that the operation of such educational television broadcasting facilities will be under the control of the applicant or a person qualified under paragraph (1) to be such an applicant;

"(3) that necessary funds to construct, operate, and maintain such educational television broadcasting facilities will be available when needed; and

"(4) that such television broadcasting facilities will be used only for educational purposes.

"(b) The total amount of grants under this part for the construction of educational television broadcasting facilities to be situated in any State shall not exceed \$1,000,000.

"(c) In order to assure proper coordination of construction of educational television broadcasting facilities within each State which has established a State educational television agency, each applicant for a grant under this section for a project for construction of such facilities in such State, other than such agency, shall notify such agency of each application for such a grant which is submitted by it to the Secretary, and the Secretary shall advise such agency with respect to the disposition of each such application.

"(d) The Secretary shall base his determinations of whether to approve applications for grants under this section and the amount of such grants on criteria set forth

in regulations and designed to achieve (1) prompt and effective use of all educational television channels remaining available, (2) equitable geographical distribution of educational television broadcasting facilities throughout the States, and (3) provision of educational television broadcasting facilities which will serve the greatest number of persons and serve them in as many areas as possible, and which are adaptable to the broadest educational uses.

"(e) Upon approving any application under this section with respect to any project, the Secretary shall make a grant to the applicant in the amount determined by him, but not exceeding (1) 50 per centum of the amount which he determines to be the reasonable and necessary cost of such project, plus (2) 25 per centum of the amount which he determines to be the reasonable and necessary cost of any educational television broadcasting facilities owned by the applicant on the date on which it files such application; except that (A) the total amount of any grant made under this section with respect to any project may not exceed 75 per centum of the amount determined by the Secretary to be the reasonable and necessary cost of such project; and (B) not more than 15 per centum of any such grant may be used for the acquisition and installation of microwave equipment, boosters, translators, and repeaters which are to be used to connect two or more broadcasting stations. The Secretary shall pay such amount, in advance or by way of reimbursement, and in such installments consistent with construction progress, as he may determine.

"(f) If, within ten years after completion of any project for construction of educational television broadcasting facilities with respect to which a grant has been made under this section—

"(1) the applicant or other owner of such facilities ceases to be an agency, officer, institution, foundation, corporation, or association described in subsection (a) (1), or

"(2) such facilities cease to be used for educational television purposes (unless the Secretary determines, in accordance with regulations, that there is good cause for releasing the applicant or other owner from the obligation so to do),

the United States shall be entitled to recover from the applicant or other owner of such facilities the amount bearing the same ratio to the then value (as determined by agreement of the parties or by action brought in the United States district court for the district in which such facilities are situated) of such facilities, as the amount of the Federal participation bore to the cost of construction of such facilities.

"Records

"Sec. 393. (a) Each recipient of assistance under this part shall keep such records as may be reasonably necessary to enable the Secretary to carry out his functions under this part, including records which fully disclose the amount and the disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

"(b) The Secretary and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for the purpose of audit and examination to any books, documents, papers, and records of the recipient that are pertinent to assistance received under this part.

"Definitions

"Sec. 394. For the purposes of this part—
"(1) The term "State" includes the District of Columbia and the Commonwealth of Puerto Rico.

"(2) The term "construction," as applied to educational television broadcasting facilities, means the acquisition and installation of transmission apparatus (including towers, microwave equipment, boosters, translators, repeaters, mobile equipment, and video-recording equipment) necessary for television broadcasting, including apparatus which may incidentally be used for transmitting closed circuit television programs, but does not include the construction or repair of structures to house such apparatus.

"(3) The term "Secretary" means the Secretary of Health, Education, and Welfare.

"(4) The term "State educational television agency" means (A) a board or commission established by State law for the purpose of promoting educational television within a State, (B) a board or commission appointed by the Governor of a State for such purpose if such appointment is not inconsistent with State law, or (C) a State officer or agency responsible for the supervision of public elementary or secondary education or public higher education within the State which has been designated by the Governor to assume responsibility for the promotion of educational television; and, in the case of the District of Columbia, the term "Governor" means the Board of Commissioners of the District of Columbia.

"(5) The term "nonprofit" as applied to any foundation, corporation, or association, means a foundation, corporation, or association, no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

"Provision of assistance by Federal Communications Commission

"SEC. 395. The Federal Communications Commission is authorized to provide such assistance in carrying out the provisions of this part as may be requested by the Secretary. The Secretary shall provide for consultation and close cooperation with the Federal Communications Commission in the administration of his functions under this part which are of interest to or affect the functions of the Commission.

"Rules and regulations

"SEC. 396. The Secretary is authorized to make such rules and regulations as may be necessary to carry out this part, including regulations relating to the order of priority in approving applications for projects under section 392 or to determining the amounts of grants for such projects.

"Federal interference or control prohibited

"SEC. 397. Nothing contained in this part shall be deemed (1) to amend any other provision of, or requirement under this Act; or (2) to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over educational television broadcasting or over the curriculum, program of instruction, or personnel of any educational institution, school system, or educational broadcasting station or system."

And the House agree to the same.

That the title of the bill be amended to read as follows: "An Act to amend the Communications Act of 1934 to establish a program of Federal matching grants for the construction of television broadcasting facilities to be used for educational purposes."

WARREN G. MAGNUSON,
JOHN PASTORE,
M. MONRONEY,
NORRIS COTTON,
CLIFFORD CASE,

Managers on the Part of the Senate.

KENNETH A. ROBERTS,
MORGAN M. MOULDER,
JOHN E. MOSS,
W. L. SPRINGER,
J. ARTHUR YOUNGER,
PAUL F. SCHENCK,

Managers on the Part of the House.

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. MAGNUSON. Mr. President, as chairman of the Senate Commerce Committee, unless there is some objection, I wish to have action taken on the conference report on the so-called TV education bill. As Senators well know this is a piece of legislation on which we have been working for 7 long years. The Senate passed it unanimously three times. The House finally passed a bill several weeks ago. We had a very successful conference. I want to get the bill on its way to the White House as fast as possible, in order to get this very important work underway.

Mr. President, I am submitting for the RECORD at this time the statement on the part of the conferees which was prepared jointly by the House and Senate and sets forth in detail the areas of agreement, which I ask unanimous consent to have printed in the RECORD at this point.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 205) to expedite the utilization of television transmission facilities in our public schools and colleges, and in adult training programs, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The bill as agreed to in conference is in form and for the most part in substance the same as the amendment of the House to the Senate bill. The differences between the House amendment and the substitute agreed to in conference are set forth in the following outline, except for incidental changes made necessary by reason of agreements reached by the conferees and minor or clarifying changes.

The several important changes which have been made in the House amendment have the common objective of expediting as much as possible the construction of additional educational television broadcasting facilities. The construction of such additional facilities has been long overdue. At present the Federal Communications Commission has reserved 273 educational television channels of which only 62 are in use. Only through the establishment of additional educational television broadcasting facilities and the activation of noncommercial educational television broadcasting stations can the goal of creating an adequate television system to serve the needs of all the people in the United States be accomplished. The conference agreement, thus, must be considered an integral part of a broader legislative program now under consideration in the Congress which is aimed at expanding and improving television service in the United States.

Grants for surveys: In order to accomplish this objective, the conference agreement omits all provisions for the preparation of State surveys of educational television needs which were contained in the House amendment. Educational television legislation was first considered during the 85th Congress when it was passed by the Senate and was reported favorably to the House of Representatives by the Committee on Interstate and Foreign Commerce. Between that time

and the present, extensive national studies have been undertaken by educational television organizations of educational television broadcasting needs. These studies show a minimum need of 1,197 television channels for educational broadcasting stations. Therefore, the time for additional surveys has long since passed and the time has arrived to take prompt action to get the needed additional educational television stations on the air as promptly as possible.

Authorization of appropriations for construction grants: In recognition of the urgent need for the construction of additional educational television broadcasting facilities the conference agreement authorizes the appropriation for fiscal year 1963 and the 4 succeeding fiscal years of not to exceed \$32 million, in the aggregate, for construction grants. The House amendment had authorized the appropriation of not to exceed \$25 million while the Senate bill authorized the appropriation of not to exceed \$51 million for the making of such grants.

If sufficient applications are submitted and approved to utilize available funds authorized by the conference agreement, numerous additional educational television broadcasting facilities will be constructed because of the requirement that these Federal grants must be matched.

Thus, it is expected that the Federal funds authorized by the conference agreement will be effective in providing a much-needed initial momentum to get this large and badly needed expansion program underway at the earliest possible date.

In order to assure proper coordination of construction of educational television broadcasting facilities within States which have established State educational television agencies, applicants for construction grants within such States are required to notify the agency of each application for a grant which is submitted by them and the Secretary of Health, Education, and Welfare, in turn, is required to advise the agency of the disposition of each such application.

Administration: The conference agreement places the administration of the program in the Secretary of Health, Education, and Welfare. The House amendment placed the administration of the program in the Commissioner of Education.

The conferees placed the responsibility for the execution of this program in the Secretary of Health, Education, and Welfare rather than in an office or bureau of the Department of Health, Education, and Welfare, because of the realization that, if the relatively small program provided for by this legislation is to be carried out speedily and effectively, it must be given proper priority among the many other important and far-reaching programs which are now administered by the Department of Health, Education, and Welfare. Under no circumstances should this program be subordinated or tied in with other Federal programs in the field of education. This could only result in unavoidable delays which would prevent the achievement of goals which the conferees seek to accomplish by this legislation.

The execution of this new program will quite likely involve the establishment of policies and the rendering of decisions for which ready precedents may not be available. By placing the responsibility for the execution of this program in the Secretary himself, the Secretary is placed in a position where he may designate a person responsible immediately to him who will be in a position to expedite the formulation of such policies and the making of such decisions. However, the full responsibility for the administration of the program remains with the Secretary, with whom it has been placed under the conference agreement.

The conferees anticipate that the Secretary will keep the committees of the Congress responsible for this legislation advised at

regular intervals of the operation of this program.

The decision of the conferees to enact this legislation in the form of an amendment to the Communications Act of 1934 likewise lends emphasis to their view that this program is a program aimed at promoting particular broadcast services within the general framework of broadcasting in the United States. Attention is called by the conferees to the provision contained in the legislation that the Federal Communications Commission is authorized to give to the Secretary all assistance requested by the Secretary to carry out the program. The conferees are gratified that the Federal Communications Commission has recently established in its Broadcast Bureau an Office of Research and Education for the specific purpose of assisting educational broadcasters in their efforts directed at expanding and improving educational broadcasting. The conferees are confident that the Federal Communications Commission will put forth its best efforts to promote the educational television program provided for in this legislation. If the Secretary will avail himself of the expert services which can be rendered by the Federal Communications Commission he will be in a position to minimize the administrative expenses incurred in connection with the execution of this program.

Entities eligible for construction grants: Under the House amendment nonprofit community educational television organizations would not have been eligible to receive construction grants. The Senate bill would have permitted any nonprofit foundation, corporation, or association, which was organized to engage in or encourage educational television broadcasting, to receive construction grant funds.

The conference agreement makes eligible to receive construction grants any nonprofit foundation, corporation, or association, which is organized primarily to engage in or encourage educational television broadcasting and which is eligible according to the rules and regulations of the Federal Communications Commission in effect on April 12, 1962, to receive a license from the Commission for a noncommercial educational broadcasting station.

The conferees adopted this language in the light of the following representation made by the Federal Communications Commission in its memorandum relating to the provisions of the Senate-passed bill and the House amendment thereto:

"In this connection, you are advised that under the Commission's rules and policies, qualified applicants for the reserved noncommercial educational stations have been limited to the following:

"(a) One or more duly accredited public or private educational institutions, organizations, or bodies;

"(b) A municipality or other political subdivision which has no independently constituted educational organization;

"(c) One or more tax-supported cultural organization (e.g., public libraries); and

"(d) An association of nonprofit community organizations chartered by a State to engage in noncommercial educational broadcasting. Such groups have been broadly representative of the educational, cultural, and civic groups in the community and have included public or private educational organizations or representatives.

"Thus, a single nonprofit organization, unless it were an accredited educational organization or a tax-supported cultural organization, would not be considered eligible to receive a license for a noncommercial educational television reservation."

Interconnecting apparatus: The conference agreement limits to 15 percent of any grant, the amount that the recipient may utilize for the acquisition and installation of microwave equipment, boosters, transla-

tors, and repeaters which are to be used to connect two or more broadcasting stations. The purpose of this change is to assure that most of the available funds will be used for putting new educational television broadcasting stations on the air. Expenditures made to interconnect stations with each other should be incidental to this primary purpose.

Commonwealth of Puerto Rico: The conference agreement adopts the provisions of the House amendment making the Commonwealth of Puerto Rico eligible to participate in the educational television construction grant program.

Mr. MAGNUSON. Mr. President, the proposed legislation has as a common objective the expediting, as much as possible, of the construction of additional educational television broadcasting facilities throughout the United States. The construction of such facilities has been long overdue. At present, the Federal Communications Commission has reserved 273 educational television channels of which only 62 are in use. Only through the establishment of additional educational television broadcasting facilities and the activation of noncommercial educational television stations, can the goal of creating an educational television system to serve the needs of all the people in the United States be accomplished. I firmly believe that this legislative program will achieve this objective.

I move the adoption of the conference report.

Mr. HUMPHREY. Mr. President, will the Senator yield?

Mr. MAGNUSON. I yield.

Mr. HUMPHREY. Was the action on the part of the conference committee unanimous?

Mr. MAGNUSON. It was unanimous on the part of both the Senate and House conferees.

I think at long last we shall be able to get an important piece of educational television legislation enacted. Long ago the Federal Communications Commission reserved 273 educational channels, all of them valuable. Only 62 are now in use, after almost 9 years. The bill ought to go a long way toward taking care of the needs of schools and colleges in this vast new field of education.

Mr. HUMPHREY. I commend the Senator, the committee, and the conferees, for coming to a successful conclusion on the television education bill.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

SECOND SUPPLEMENTAL APPROPRIATIONS, 1962

The Senate resumed the consideration of the bill (H.R. 11038) making supplemental appropriations for the fiscal year ending June 30, 1962, and for other purposes.

Mr. MONRONEY. Mr. President, now pending before the Senate for final passage is the amendment to the present supplemental appropriation bill that was reported by the full Appropriations Committee. The distinguished chairman of the Supplemental Appropriations Sub-

committee introduced it. It calls for the establishment of what I feel to be one of the most needed tools Congress must have in order to cope with an ever-growing problem: that of the constant increase in the numbers of Federal employees. The amendment is very simple. It reads as follows:

The Director of the Bureau of the Budget is authorized to create a special review panel within the Bureau to carefully screen and evaluate all requests for additional personnel, and to make exhaustive and searching inquiries within the departments and agencies prior to approving any request for additional personnel.

This is not a new search for such tools on behalf of the Senate. The Legislative Reorganization Act, which I had the pleasure of cosponsoring with the late great Senator La Follette, has as one of its principal purposes, the establishment of fiscal controls by the Appropriations Committees of the Congress. We provided for a legislative budget, for a joint staff on appropriations in the budget, and for the elimination of nonessential, wasteful, and inefficient expenditures. It was particularly aimed at decreasing the overpopulation of Government agencies.

Following this there was much activity in this realm by the Senate.

In 1951 I sponsored S. 206, to provide for an investigation of personnel needs and practices of Government departments and agencies. In 1952 I sponsored S. 2484, to improve the efficiency of the U.S. Civil Service.

In 1957, along with the then Senator Kennedy, who took the lead at that time, I and many other Senators cosponsored a Senate bill to provide for improved methods of stating and examining budget requests for all deficiency and supplemental appropriations.

We were seeking a way to control the ever-growing numbers of Government employees in all departments. Later, in the sessions of the 82d, 83d, 85th, and 87th Congresses, the Senator from Arkansas [Mr. McCLELLAN] sponsored a bill to establish a Joint Committee on the Budget, and to provide for a more effective evaluation of fiscal requirements of executive agencies of the Federal Government. This, would have highlighted the question of personnel needs. The Senate passed the bills in 1952, 1953, 1957, and 1961, but the House of Representatives has consistently refused to act on them.

S. 529, the bill now pending in the 87th Congress, was passed by the Senate last May. It is now being held in the House Committee on Rules.

I give Senators this background to indicate the lengths to which the Senate has gone to recognize the existing deficiency in our tools for coping with ever-growing Government employment. Without proper fiscal supervision and control, without the necessary staff to inquire searchingly into the needs for additional employment in various Government agencies, we have seen the Federal employee population continue to grow.

I was shocked when I totaled up the increases in personnel requested in the

budget for the coming year. We are asked to add 46,147 new employees to the already crowded Federal payrolls. The Department of Defense, which, because of the threat to this country, would be in a position to ask for and justify greatly increased employment, expects to decrease its military employment by 7,949. There has been a reduction of 97 in the Executive Office of the President. The foreign assistance program is to be decreased by 160. Even with these reductions, the total number of additional personnel requested is 46,147. The employee population continues to grow. I think it requires specialized attention.

We have repeatedly sought to give the problem special attention with additional staffing for a Joint Committee on the Budget, and with better practices in staffing in the Senate and House. Each time we have been rebuffed by the House of Representatives, which claims it is not the Senate's business what is done with the appropriations; and if more staff is required it will be given to the House, and the Senate can shift for itself. The House does not recognize the concurrent jurisdiction of the two bodies in the appropriations field. If the House would join us with respect to a Joint Committee on the Budget it which would give us a better tool.

Lacking this opportunity, we must seek some means to fill the very urgent requirement that every single request for an additional Federal job is inspected by X-ray, and put through several tests. We must determine, first, whether the job is absolutely necessary and indispensable for the continued work of the Department.

Second, if it is necessary, we must determine whether personnel now in the Department can be transferred, so that new employees will not be required to carry on the new duties which, perhaps, the Congress authorized.

The Senate Appropriations Committee is amazed each year to find that the slightest added duty for a Government department, as a result of a rather minor change in the law, always brings from the personnel office a demand for 100 or 200 or 500 more employees for the department. This is known as Parkinson's law. The more employees one has under him, the "bigger shot" he is in Washington, D.C.

I fear this is being done by many of the men who draw good salaries as personnel managers, but who are not managers at all. For that reason, I think we must move toward a better overall supervision of personnel managers. Men who have talent and authority and skill must look into every single department. They must be able to knock on the doors and say, "Who are you? Whom do you have working here? What are you doing? How many more men will you need to do this work? Can you not find some employee, from the thousands you employ, who can be moved over to assume these new duties?"

If we do not follow such a course, we shall see a continued increase of Government employees in all departments. This will result in increased appropriations, not for 1 year alone. We all are

realistic enough to know that if 46,000 or more people are added to the payrolls this year, they will be continued from now on. It is almost impossible to find ways and means to reduce payrolls on a reasonable basis, without destroying or damaging the essential work of a department, once people are put on the payroll.

Talking about trying to eliminate personnel by large scale percentage points is good for headlines in newspapers and looks good in the CONGRESSIONAL RECORD but it does not get results. If we are to achieve true economy we shall have to achieve it with good personnel practices such as the great corporations have applied. We must know the subject and be properly advised, and then must take firm and vigorous action to be sure that no people are employed who are not absolutely required.

I found a great sentiment in the Appropriations Committee of the Senate, in support of this purpose. I was very pleased to have the support of many Senators, who realize the deficiency of tools to meet the ever-growing problem of the increase in the Federal employee population.

Some bureaus and agencies will have to be provided with additional personnel, when the population of the country grows or more service is required. No one can doubt that. Certainly there should be a "needs" test applied to all the requests. The departments should prove beyond a shadow of doubt that the employment of additional people is justified.

For that reason we have turned to the Bureau of the Budget, which is recognized as one of the high level, business-like management groups in the Government. That is the group which formulates the President's budget.

One may ask why the Bureau of the Budget is not already doing so. I presume the Bureau of the Budget is doing so to a certain extent. However, it is necessary for them to examine appropriations totaling some \$60 billion or \$70 billion. Many requests are made for installations, military equipment, hardware, buildings and a myriad of things. It is very difficult for any group, working with such a large departmental budget, to be able to bore in, to X-ray, to carefully examine and to diagnose personnel needs. That is why we are directing, in the amendment to the bill, which has been read the third time:

The Director of the Bureau of the Budget is authorized to create a special review panel within the Bureau to carefully screen and evaluate all requests for additional personnel, and to make exhaustive and searching inquiries within the departments and agencies prior to approving any request for additional personnel.

I hope the men who will be appointed will be topflight men in the Bureau of the Budget, who will be hard-boiled but who will be understanding of Government needs. If a request with respect to additional personnel in the departments can be justified beyond a shadow of a doubt, it certainly will be the point of wisdom and good business judgment to provide them.

We must have specialists, men who make it their principal duty to be sure, when the budget is finally approved with respect to personnel requests, that the requests have been screened in a searching way and will not result in any great padding or packing of employment in the various agencies.

Mr. HUMPHREY. Mr. President, will the Senator yield?

Mr. MONRONEY. I am happy to yield to my distinguished colleague, who was extremely helpful in preparing the amendment.

Mr. HUMPHREY. I commend the Senator from Oklahoma, not only on the amendment, but also on the documentation and explanation he is giving as to the purpose of the amendment.

So that there may be no doubt in anyone's mind, the Committee on Appropriations adopted the amendment which the Senator from Oklahoma sponsored, so that we could put up a caution and go-slow sign to the Bureau of the Budget in terms of Federal employees. The Senator has explained that the Bureau of the Budget has many duties and is an outstanding office in our Government. However, those duties sometimes make it difficult for the Budget Bureau to go into any particular facet of the budget preparation unless the Congress itself specifies that we want this part looked into carefully. I for one feel that it is the proper approach to cutting back on Federal employment or holding down the increases in Federal employment. Frequently, amendments are before the Senate to cut back 5 percent or to cut back 10 percent in each department. Such action is unfair and regrettable, because in some departments there has been closer management and tighter controls than in other departments. It works a disservice upon a department head who has been doing a good job in personnel control and management and budget management to say that he must cut 10 percent or 5 percent when another department, which has not been doing as good a job in terms of personnel and management and budget control, is called upon to cut back 10 percent or 5 percent.

The purpose of the proposal is to put the responsibility where it belongs—in the executive office of the Presidential office; namely, the Bureau of the Budget—to see to it that when department heads and agencies of Government ask for additional personnel, the burden of proof is on the department head to prove the absolutely essential need for that personnel.

I think the Senator is correct. I wish to associate myself with the request and, in fact, the order of the Congress, that the Bureau of the Budget establish the proposed board, unit, or panel within the Bureau to examine every personnel request with meticulous care, because I for one feel that many of those assignments could be absorbed by existing personnel.

As I recall, the Senator said that the Department of Defense did not ask for additional personnel.

Mr. MONRONEY. The Department of Defense is reducing personnel to the ex-