

copy 1 Brookings Institute

Administrative

77-2318/1

17 SEP 1977

MEMORANDUM FOR: Deputy Director for Intelligence  
Deputy Director for Operations  
Deputy Director for Science and Technology  
Acting Deputy Director for Administration

FROM: John F. Blake  
Acting Deputy Director of Central Intelligence

SUBJECT: Proposed Revision of Brookings Briefing  
Format

1. The Director of Training proposes a revision in the format of the briefing program for the Brookings Institution-sponsored Conference of Business Executives on Federal Government Operations. I regard this as an experiment worth trying but will consider further revision if, in consultation with you and with Brookings, it is found that this less formal system is not working. I will welcome your comments.

2. The Brookings program will continue to consist of a luncheon from 1200-1255 in the Executive Dining Room followed by a briefing in the DCI Conference Room from 1300-1400, a reduction of 20 minutes.

3. The Deputy Directors and Associate Deputy Directors are again asked to host the luncheon briefings. You are relieved, however, of the obligation to handle the major part of the briefing, serving primarily as moderator of a 45-minute discussion period. After the usual cautionary statements at the beginning (that the briefing is unclassified but off the record), you would provide a very general introduction of not more than 15 minutes to the Intelligence Community and thereafter seek to direct a discussion that will enlighten the visitors on the role of intelligence in national security and in the development of foreign policy.

4. Instead of employing a rotating panel of component chiefs, "discussants" will be chosen for each event from a wider range of Agency officers by the Office of Training in consultation with your Senior Training Officers or other designees. The discussants, who will also serve as table

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hosts at the luncheon, will disperse around the conference room and participate actively in the discussion as it progresses, either to answer questions or volunteer insight into the intelligence business. The intent of the plan, aside from achieving a more informal and open atmosphere than has been the case in the past, is to have the discussants, rather than the host, answer all questions except those notably "sticky." It is also hoped that a discussant group can be assembled capable of responding to the visitors' topical interests.

5. The host's brief introduction will be expected to cover the following subjects but only in the sketchiest form: (a) the chief intelligence functions; (b) the basic responsibilities of the member agencies of the Intelligence Community; (c) the role of the DCI; (d) oversight; and (e) the relationship of the Intelligence Community to the National Security Council. He would concentrate on the latter relationship in its substantive, not structural, aspects. The visitors will be invited to ask questions on organizational as well as substantive matters, and Brookings will be alerted in advance to the expertise available in the panel.

6. The dates of the Brookings luncheon briefings for 1977-1978 are as follows:

<u>1977</u>	<u>1978</u>
23 September	3 February
7 October	3 March
18 November	17 March
9 December	14 April
	5 May
	9 June
	30 June

SUBJECT: Proposed Revision of Brookings Briefing Format

7. This program will continue to be managed by the Office of Training Special Programs Officer, [redacted] who will be inviting your participation as host-moderator from time to time and will be seeking the counsel of your Senior Training Officers or your designees in the selection of discussants. This briefing program should provide valuable experience to the discussants in dealing with a group of business executives from major corporations which have often been avenues of support to us in the past and may well be in the future.

8. I have authorized inaugurating the experiment on 23 September.

/s/John F. Blake

John F. Blake

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DD/A Registry

OTR Registry

77-5052

77-7661

9 SEP 1977

Executive Registry

77-2318

MEMORANDUM FOR: Acting Deputy Director of  
Central Intelligence

VIA: Acting Deputy Director for Administration

FROM: Harry E. Fitzwater  
Director of Training

SUBJECT: Proposed Revision of Brookings Briefing  
Format

1. Action Requested: It is requested that you approve the recommendations of this memorandum and sign the attached memorandum to the Deputy Directors.

2. Background:

a. As you know, the Brookings Institution's Conference of Business Executives for Federal Government Operations visits CIA 11 times a year for luncheon briefings. Several members of the Office of Training staff recently met with the Brookings staff to evaluate these briefings and discuss possible changes. To summarize briefly, our conclusions were that the briefing program would be improved by: (a) limiting the time devoted to the intelligence structure and minimizing the use of the charts; (b) giving greater attention to the relationship of intelligence to the foreign policy process; and (c) making better use and improving the selection of panelists (hereafter called "discussants") so that the broad range of expertise available in the Agency will become more apparent and the value of intelligence to the development of foreign policy better understood.

b. An overriding consideration in proposing change, aside from the obvious desire to respond to some well-considered comments by Brookings staff members, is that the typical Brookings guest now arrives with far more understanding of the intelligence system

**SUBJECT: Proposed Revision of Brookings Briefing Format**

than was the case in the past. He has been exposed to a great deal in the press and is ready with questions. He has also completed a week's meeting with high-ranking officers of the Executive Branch, the Congress, and the media during which he has become steeped in the major problems facing government and the decision-making processes involved. One of the Brookings staff commented that it is at CIA, the last stop on the road before home, that the pieces of the week get put back together--at least, in the foreign policy field.

3. Proposed Changes:

a. That the host (a Deputy Director or Associate Deputy Director) limit his initial briefing from the usual 30-40 minutes to about 15. In addition to making the customary cautionary statements about the off-the-record nature of the meeting, he would briefly cover: (a) the chief intelligence functions; (b) the basic responsibilities of the member agencies of the Intelligence Community; (c) the role of the DCI; (d) oversight; and (e) the relationship of the Intelligence Community to the National Security Council. He would concentrate on the latter relationship in its substantive, not structural, aspects. As moderator for the remainder of the program, he would, of course, invite questions in all of these areas.

b. That there be a larger number of discussants chosen from among a wider range of Agency officers. Speaking ability, as well as ability to contribute to the discussion, would be an important factor in their selection.

c. That the discussants be selected for each program by the Office of Training's Special Programs Officer after consultation with the Senior Training Officers of the Directorates and DCI area.

d. That the time for the briefing, including the luncheon, be reduced from the present two hours and twenty minutes to no more than two hours.

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**4. Discussion:**

a. We do not anticipate having the discussants sit as a formal panel but, rather, dispersed throughout the audience in the Conference Room, responding to questions or volunteering information. The role of the host as moderator becomes very important in this format, while his role as briefer diminishes. This change should eliminate the need for much preparation time on his part; but moderating can be a demanding skill. If we find with experience that this is not a congenial role for some of the hosts, we can adjust the format to introduce a formal moderator. In that case, we would suggest a member of the staff of the Office of Training or someone from the staff of the Directorate of Intelligence.

b. The discussants would also serve as luncheon table hosts (on a ratio of two CIA to four guests). Their involvement in the Conference Room would, as indicated, be in a round-table format so that we would lose the formality we have had in the past with the panel of four component chiefs at the front of the room. The CIA numbers would not be any greater than in the past. The difference is that the table hosts, except for the component chiefs, have generally not taken part in the discussion and were chosen for their likely congeniality with an individual guest more than their specific expertise. The number of discussants would depend upon the availability of space (44 chairs). There are usually 32 to 36 Brookings guests. This would leave room for 8 to 12 CIA participants.

c. We have considered, in reviewing this program, the possibility of using a briefer other than a Deputy Director or Associate Deputy Director. However, the Brookings staff has indicated that the group has become accustomed during the week to dealing with high-level governmental officers and would expect at least some involvement of senior CIA officers. They have made it clear that a "public relations type" briefer would not be acceptable. They would not be averse to a single spokesman; but we believe the present format has great value for us in training our own officers in dealing with the outside world and in developing the confidence of business executives.

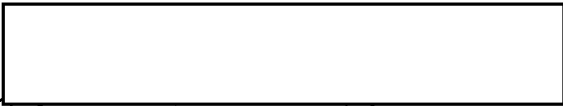
**SUBJECT: Proposed Revision of Brookings Briefing Format**

**5. Recommendations:**

a. That you approve the proposed changes outlined in 3a, b, c, and d above and that you sign the attached memorandum to the Deputy Directors.

b. That the Director of Central Intelligence be provided a schedule of the Brookings briefings in advance and invited to take the initiative in letting us know when he would like to participate. (If this recommendation is approved, an appropriate memorandum to the DCI will be prepared.)

c. It would please us very much to have you undertake the first Brookings briefing program as host-moderator on 23 September. If you are not able to do so, we request your concurrence in inviting Mr. John McMahon, Acting Deputy to the DCI for the Intelligence Community, to serve as host.

  
Harry E. Fitzwater

Attachment

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76-6183

OPG / Brookings Institute  
4 Mar. 76 *[Signature]*

**MEMORANDUM FOR:** Deputy Director for Science and Technology  
**THROUGH :** Deputy Director for Administration  
**FROM :** Alfonso Rodriguez  
Director of Training  
**SUBJECT :** 11 March Visit of American Institute  
of Aeronautics and Astronautics

1. As you know, approximately 150 members of the American Institute of Aeronautics and Astronautics (AIAA) are scheduled to visit CIA on the evening of 11 March for a buffet and Brookings-type briefing. The program follows the pattern of the recent evening program for the Harvard Business School. The program will begin with refreshments and light buffet at 1745 in the Rendezvous Room and will be followed at 1930 by a briefing in the Auditorium. The evening will conclude, after a question and answer session, at 2100. Mr. Duckett will serve as host and primary spokesman, with   Mr. Blake, Dr. Stevens, and Mr. Wells (for the DDO) serving as panelists.

2. We have asked the Executive Officer of DDS&T to arrange to have at least 10 DDS&T officers participate in the evening to supplement the Office of Training staff who will be on hand to assist in escorting. The Offices of Security and Logistics have been alerted to the visit.

3. The charge to the AIAA members for the buffet (and to any CIA staff who participate) is \$5.00 per person. (Please make check payable to Executive Dining Room Fund.) The AIAA will charge its members an additional \$1.50.

4. We will be delighted to have the participation of members of your staffs, in addition to the 10 we have requested from DDS&T. We will appreciate having their names as soon as possible, so that we may have an accurate count for the dining room.

5. Attached is a copy of the AIAA announcement of the visit together with lists of the names of their members who will participate.

Atts. ~~1/5~~

Originals - BDI  
- BDA  
- BDO

<b>TRANSMITTAL SLIP</b>		DATE
TO: AMT		
ROOM NO.	BUILDING	
REMARKS:  BB will be attending this this evening.  mb		
<del>I cm - do you wish to file - Brooking-type</del>		
FROM:	<del>thing</del>	
ROOM NO.	BUILDING	EXTENSION
	mb	

FORM NO. 241  
1 FEB 55

REPLACES FORM 36-B  
WHICH MAY BE USED.

(47)

# American Institute of Aeronautics and Astronautics

NATIONAL CAPITAL SECTION • SUITE 636 • 815 • 15th STREET, N.W. • WASHINGTON, D.C. 20005 • (202) 347-7530

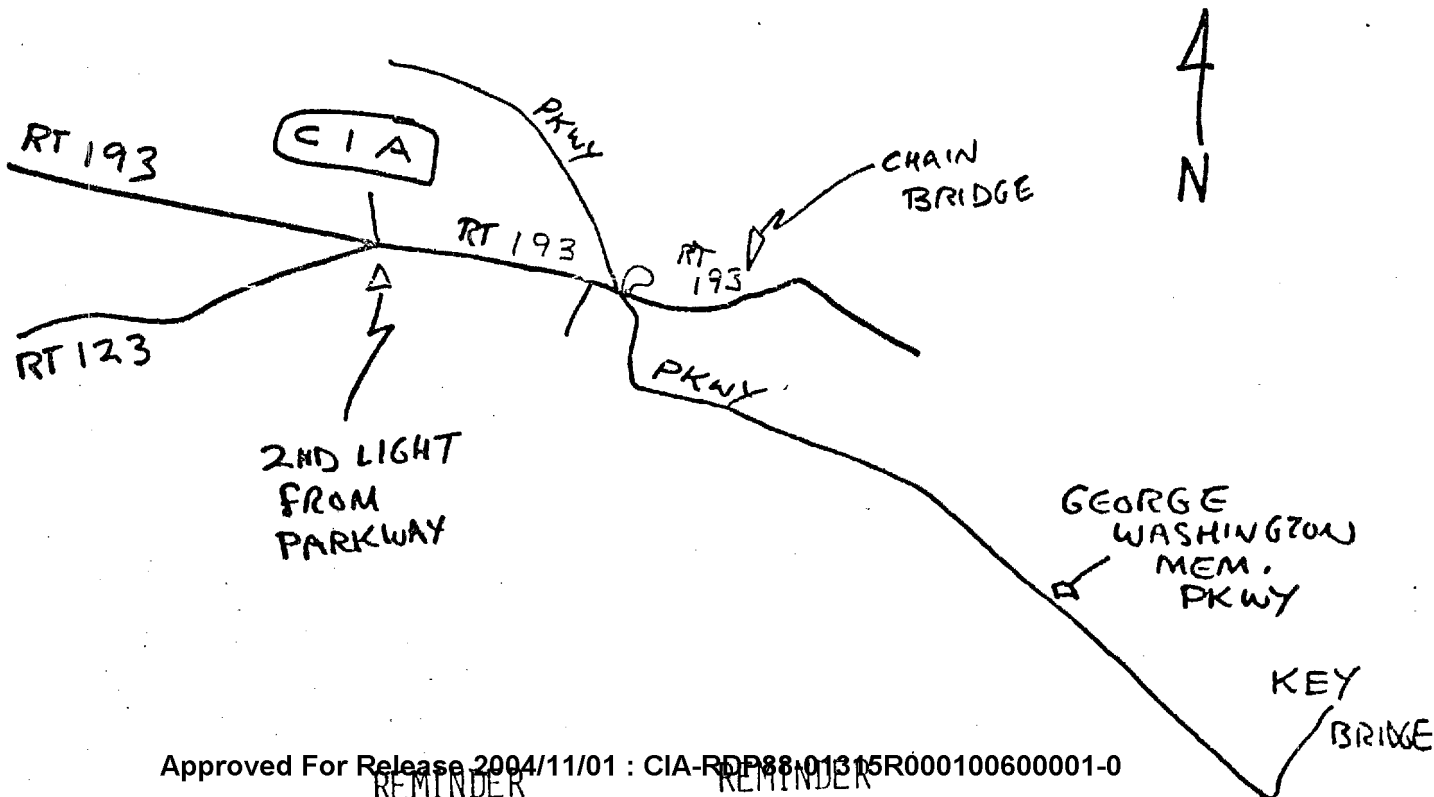
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On the evening of March 11, the Central Intelligence Agency will provide an unclassified briefing to AIAA-NCS members of CIA Intelligence functions in support of US policy for a peaceful world. The program consists of:

- Refreshments and Light Buffet 5:45p.m.-7:15p.m.
- Briefing 7:30p.m.-8:15p.m.
- Question and Answer session with CIA Executive panel 8:15p.m.-9:00p.m.

Dinner facilities limit the attendance to 150 of our members. Also, government regulations restrict this type of meeting to US citizens. Of course no photos or note taking.

So, please phone our NCS office, 347-7509, NOW with full name, social security number, and organization, on a first-come, first-serve reservation basis. The cutoff date for these reservations has to be Monday, March 1. Drinks and dinner price is \$6.50 per member. Due to the predicted high interest from NCS members, guests cannot be accomodated.



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*DB FYI*

*ADP  
Keep  
present*

1 JAN 1975

Mr. Herbert E. Pearce  
American Institute of Aeronautics  
and Astronautics  
815 15th Street, N.W. - Suite 810  
Washington, D.C. 20005

Dear Mr. Pearce:

Your letter of 22 July to Mr. Angus Thuermer has been referred to me as the Office of Training is responsible for arranging and coordinating programs of the type you requested.

We will be glad to set up a program after January 1976 for the Washington Section of the American Institute of Aeronautics and Astronautics similar to the Brookings Conference you attended at the CIA Headquarters several years ago. [redacted] of my staff, who I understand has already been in touch with you, informs me that as many as 200 persons could be expected. Unfortunately we will not be able to accommodate more than 150 persons because of limited dining facilities in the evening, when this program will have to be conducted.

We would plan to open the meeting about 6:30 p.m. in the CIA Headquarters Building in Langley, Virginia with refreshments and buffet at an approximate cost of \$5.50 per person. Then would follow a 45 minute briefing on the Agency by one of our key senior officials. In the question and answer period to follow, the speaker will be assisted by senior officers representing the four Directorates -- the same procedure as in the Brookings Conferences.

We would like to have as much advance notice of the date as possible and at least three weeks prior to the visit we will require a list of the participants. [redacted] Special Programs Officer, will coordinate the visit for the Agency. He can be reached on telephone number [redacted]

Sincerely,

[redacted signature box]

Alfonso Rodriguez  
Director of Training

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Jackson, Henry M.  
Kings Institute  
February 18, 1969

Shortened decision intervals and reaction times drive a President to form his calculus of strategy on the run, as it were, placing a premium on accurate and adequate information systems and analytic support.

The modern President lives with a relentless social criticism that generates dissatisfactions with the quality of life and leadership and tends to force his timing and priorities.

In this kind of world, the President, by the logic of his position, must have two overriding managerial concerns:

How can the federal government identify, mobilize, train, and release the energy of the most impressive talent in the nation for developing and carrying out federal policy?

How can staff and line arrangements in the executive branch contribute to more rational and imaginative policy inputs to political decision making, and how can they contribute to more effective and coordinated policy implementation?

These two concerns must be specifically related to the modern President's inevitable preoccupations in the field of public policy: national security, economic stability and growth, environmental management and control, and human resource development.

Concretely, in national security affairs modern Presidents cannot afford a series of "Bay of Pigs" episodes, nor can they afford contradictions between diplomatic and military initiatives. In domestic affairs, they cannot afford to allow brave legislative responses in the fields of environmental management and control and human resource development to be blunted by inoptiness and confusion in implementation, as has been the case with much of the Great Society legislation of 1964-65. In economic affairs, Presidents cannot afford to return to earlier days when the varying power centers of economic stabilization policy making (notably key congressional committees, the Budget Bureau, the Council of Economic Advisers, the Treasury, and the Federal Reserve Board) went their separate ways. To do so would be to invite economic disaster.

The difficulty is that the magnitude of the political as well as administrative tasks in assuring some modicum of competence and coherence in these preeminent areas of public policy is staggering. For there are no organizational gimmicks capable of overcoming the enormous centrifuge of governance in our pluralistic society.

An attack upon the managerial inadequacies of the federal government should encompass at least the Executive Office of the President, the departmental and agency structure, the federal field office structure, the devolution system for the transfer of federal funds and functions to nonfederal agencies, and the federal personnel system. As we shall note later, none of these five points of attack can be negotiated without major presidential attention to the configurations of power dominating the Congress.

Before examining policy alternatives and recommendations relating to each of these separately and in combination, a brief review of federal reorganization efforts of the past several decades is in order, for future possibilities are inevitably conditioned by the legacy of the past.

#### REORGANIZATION: A BRIEF HISTORY

Concern with the organization and management of the national government goes back a long way. The first study was commissioned by the Continental Congress in 1790. For the first century of this nation's history, however, investigations into these issues were feeble and intermittent.

It was only when the federal budget approached the billion-dollar mark, during the administration of President William Howard Taft, that a major attempt was made to examine questions of overall structure and procedures. And even the Taft Commission on Economy and Efficiency (the Cleveland Com-

mission, 1910-13) devoted most of its energies to minute problems of internal management. The major fruit of its labors was the Budget and Accounting Act of 1921, which established the Bureau of the Budget (BOB) in the executive branch and the General Accounting Office in the legislative branch. The Bureau of the Budget was the first nonwartime centripetal staff agency available to the President for the conduct of his managerial responsibilities.

The 1920s witnessed a variety of additional proposals, both legislative and executive, focused on administrative reorganization. Most of the major recommendations got nowhere. Occasional authorizations were given to the President for minor reassignments of functions across agency lines, but Congress systematically pigeonholed or voted down any major delegation of power to the President for reorganizing executive branch functions.

In 1932, President Herbert Hoover submitted a message to the Congress calling for a massive reorganization of the executive branch. In a classic statement of the "practical difficulties of such reorganization," he commented as follows:

"Not only do different fractions of the Government fear such reorganization, but many associations and agencies throughout the country will be alarmed that the particular function to which they are devoted may in some fashion be curtailed. Proposals to the Congress of detailed plans for the reorganization of the many different bureaus and independent agencies have always proved in the past to be a sign for the mobilization of efforts from all quarters which has destroyed the possibility of constructive action."

How penetrating this observation was can be judged by the fact that after the law was passed every executive order submitted by President Hoover to implement the act was disapproved. Furthermore, the law itself provided for key exceptions to the President's sphere and requested him to set up consolidations of the following governmental activities:

"Public Health (except that the provisions hereof shall not apply to hospitals now under the jurisdiction of the Veterans Administration), Personnel Administration, Education (except the Board of Vocational Education shall not be abolished) . . . and to merge such other activities, except those of a purely military nature, of the War and Navy Departments, as . . . may be common to both . . . except that this section shall not apply to the United States Employees Compensation Commission."

This was not the first nor was it to be last of such explicit exceptions to the reorganization authority of Presidents.

The coming of the New Deal brought a totally new dimension to the policies and organization of the executive branch. A bevy of new laws created a host of new agencies and a variety of new functions within old agencies. And President Franklin D. Roosevelt had no institutional machinery for rationalizing and resolving emerging administrative issues, or for supervising in any meaningful sense the hundred-odd separate departments and agencies that reported directly to him.

In 1936, President Roosevelt created the Committee on Administrative Management under the chairmanship of Louis Brownlow. The report of the Brownlow Committee was probably the most sensible and impressive

<sup>1</sup> W. Brooke Graves (comp.) *Reorganization of the Executive Branch of the Government of the United States: A Compilation of Basic Information and Significant Documents, 1912-1948*, Library of Congress, Legislative Reference Service, Public Affairs Bulletin No. 68 (1949), p. 96.

<sup>2</sup> Graves (comp.), *Reorganization of the Executive Branch* (emphasis supplied.)

ever made on federal government organization. Many of its recommendations, notably those concerned with the independent regulatory commissions, the Civil Service, the General Accounting Office, and new cabinet departments, were largely ignored by the Congress. Its lasting contribution was the successful recommendation to create an Executive Office of the President (EOP) containing an expanded White House staff, the Bureau of the Budget (until then housed in the Treasury Department), and a National Resources Planning Board. Although the last was killed by congressional action in withholding appropriations in the early 1940s, the essential rubric of the Executive Office has remained. It is inconceivable that the government could have successfully negotiated the turbulent currents of the past quarter century without it.

The Second World War saw the inevitable proliferation of war-related agencies, most of which disappeared at the end of the conflict. But the experience of war, especially the difficulties of relating separate military services to the consolidated demands of amphibious warfare and the serious problems of interrelating diplomatic and military initiatives and intelligence, led in 1947 to the National Security Act which created a National Defense Establishment, a National Security Council, and a Central Intelligence Agency. It would take time for these components to emerge into any kind of structural coherence, but the 1947 act set the foundation stone for the future.

In the immediate postwar years, the other major organizational development was the creation of the Council of Economic Advisers in the Executive Office of the President. This added staff resource has been of invaluable help to the President and the Congress in analyzing the state of the economy, in planning fiscal policy, and in acting as the major catalyst of interagency (EOB, Federal Reserve, Treasury) cooperation on fiscal matters.

Also in 1947 President Harry Truman asked Congress to create a bipartisan, twelve-member Commission on Organization of the Executive Branch of the Government.

The Commission (the First Hoover Commission) reported, and at length, in 1949. A number of its recommendations were adopted, under President Truman and later under President Dwight D. Eisenhower: the creation of a Department of Defense (replacing the National Defense Establishment); the assignment of the National Security Council to the Executive Office of the President; the creation of a cabinet-level department of Health, Education, and Welfare (HEW); and the centralization of increased authority in department heads, cutting away at some of the statutory authority that Congress had assigned at the subdepartment level. But many sacred cows were left undisturbed, and the commission's plea for a "sharp reduction" in the number of federal administrative agencies fell upon deaf congressional ears.

A Second Hoover Commission was created in the mid-1950's; but its mandate, to examine governmental functions which should be discontinued, was preposterous, for it invaded the constitutional prerogatives of President and Congress. The commission's effective residue was little more than a chemical trace.

Aside from Secretary Robert S. McNamara's progress in transforming Defense from a *de jure* to a *de facto* department, the creation of an Office of Science and Technology in the Executive Office of the President, and the assigning of a White House role to the chairman of the Civil Service Commission, no substantial success greeted the John F. Kennedy administrations' various attempts to reorganize the government.

President Lyndon B. Johnson has succeeded in adding two new cabinet departments: Housing and Urban Development



MAY 27 1967

**GORDON TO SUCCEED CALKINS  
AS PRESIDENT OF BROOKINGS**

Kermit Gordon, federal budget bureau director under two administrations, will become president of the Brookings Institution on June 30.

Gordon, 50, will succeed Robert Calkins, 64, who has headed the privately funded research organization for 15 years. Calkins is retiring a year early to become vice chancellor for social sciences and a professor of economics at the University of California's new Santa Cruz campus.

Gordon was appointed director of the Bureau of the Budget in 1962 and continued in that position under President Johnson until 1965, when he resigned to become a vice president of Brookings.

During Calkins 15 years as the head of Brookings, the organization's budget increased from \$800,000 to \$4 million and its endowment from \$6.6 million to \$30 million. Calkins had been professor, department head and dean from 1932 to 1941 on the Berkeley campus of the University of California.



**CENTRAL INTELLIGENCE AGENCY**  
WASHINGTON, D. C. 20505  
**OFFICE OF THE DIRECTOR**

*Sanjour*

7 March 1967

Mr. Roy A. Baze, Manager of  
Supply Department  
Humble Oil & Refining Company  
Post Office Box 2180  
Houston, Texas 77001

Dear Mr. Baze:

It was our pleasure to have you visit the Central Intelligence Agency in January when you were participating in The Brookings Institution's Conference for Business Executives on Federal Government Operations. We thought that you might find the enclosed handouts interesting and useful.

Sincerely,

Assistant to the Director

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Enclosures (3)

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CENTRAL INTELLIGENCE AGENCY

WASHINGTON, D. C. 20505

OFFICE OF THE DIRECTOR

*John*  
*Date*  
~~DRAFT~~

Mr. Thomas Baron, Vice President  
Exploration and Production Research  
Division  
Shell Development Company  
Post Office Box 481  
Houston, Texas 77001

Dear Mr. Baron:

It was our pleasure to have you visit the Central Intelligence Agency in (January)(February) when you were participating in The Brookings Institution's Conference for Business Executives on Federal Government Operations. We thought that you might find the enclosed handouts interesting and useful.

Sincerely,

[Redacted Signature]

Assistant to the Director

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Enclosures (3)



CENTRAL INTELLIGENCE AGENCY

WASHINGTON, D. C. 20505

OFFICE OF THE DIRECTOR

D-R-A-F-T - *Sample*

Mr. Thomas Baron  
Vice President  
Exploration and Production  
Research Division  
Shell Development Company  
Post Office Box 481  
Houston, Texas 77001

Dear Mr. Baron:

As a sequence to your visit with us in January (February) when you participated in The Brookings Institution Conference for Business Executives on Federal Government Operations, we are pleased to send you a pamphlet outlining the history and functions of this Agency, a brochure describing career opportunities, and an article from U. S. NEWS & WORLD REPORT.

We sincerely hope that you consider your Conference was helpful and productive and that your time was well spent.

Sincerely,

Assistant to the Director

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Enclosures

The Brookings Institution

CONFERENCE FOR BUSINESS EXECUTIVES  
ON  
FEDERAL GOVERNMENT OPERATIONS

January 15-20, 1967

LIST OF PARTICIPANTS

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- 2 -

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Vice President - Operations  
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60 February

CONFERENCE FOR BUSINESS EXECUTIVES  
ON  
FEDERAL GOVERNMENT OPERATIONS

February 5-10, 1967

PRELIMINARY LIST OF PARTICIPANTS

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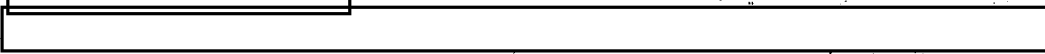
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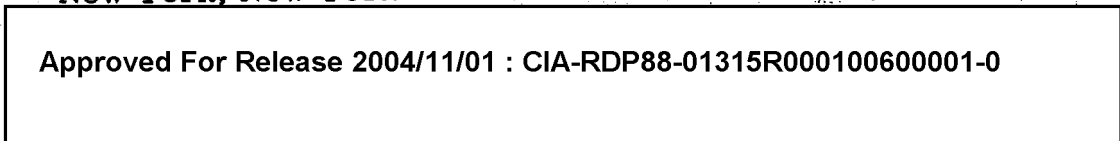


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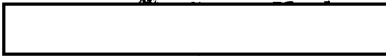
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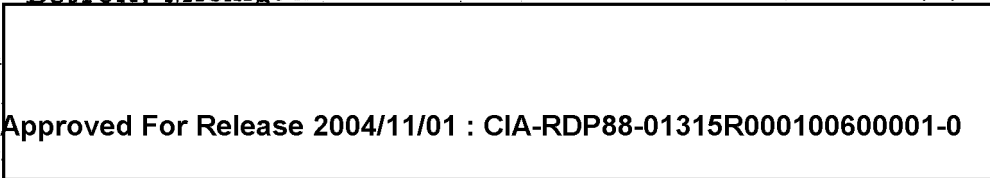
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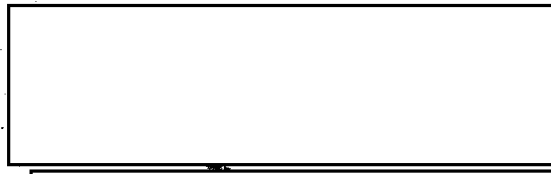


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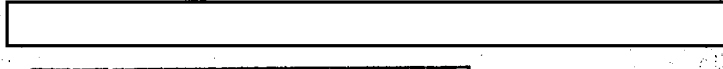


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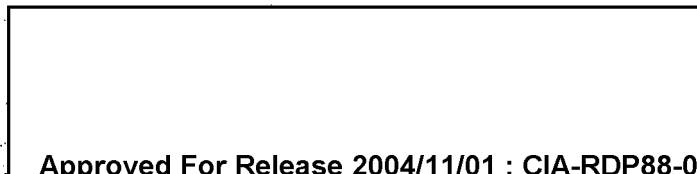


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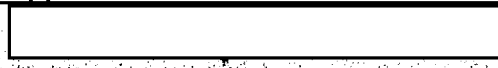
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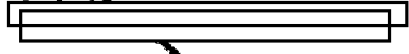
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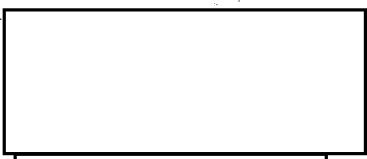


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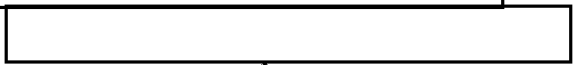
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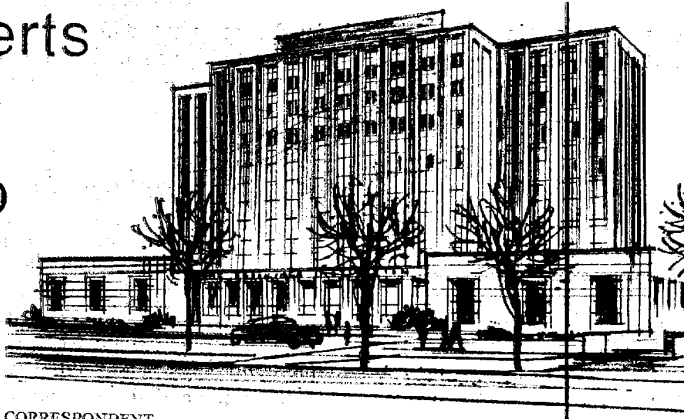
## Institute of World Affairs Due

Dr. Ernest W. Lefever, a member of the senior staff of Brookings Institution in Washington, D.C., will be featured speaker at USC's 41st annual Institute of World Affairs Dec. 6 to 9 at the Huntington-Sheraton Hotel of Pasadena.

His topic, "Power and Purpose in World Politics," will be delivered at the evening plenary session opening the institute. Allen W. Dulles, former director of the Central Intelligence Agency also will address the delegation.

The Brookings Institution is an independent research agency in Washington which prepares studies for the U.S. government. Dr. Lefever also teaches international politics part-time at the American University in Washington, and is a consultant to the Council on Religion and International Affairs.

# Experts on Tap



FROM A SPECIAL CORRESPONDENT

IT has already become clear that the educated approach to government, which is so marked a feature of President Kennedy's Administration, will, like the golfing approach of his predecessor, come in for its share of criticism. But in spite of caustic comments from some quarters, the learned bodies whose aid has been invoked continue to beam at the calls for their help. One of the most interesting of these is the Brookings Institution, a small but distinguished research organisation in the heart of Washington which has worked for four decades in the fields of government, economics and foreign affairs. It was Brookings whose staff produced, in the summer of 1960, the famous study of the problems inherent in the change from one Administration to another at the precise moment when these problems were puzzling the Kennedy forces.

Since then the Institution has satisfied other needs, both transitional and fundamental. Because the American system, recognising no equivalent of the British "loyal opposition," provides neither staff nor quarters nor even postal addresses for an incoming Administration until its members actually move into office on Inauguration Day, groups preparing reports for the President-elect found themselves with nowhere to work between November and January, except a park bench. In this frigid situation the Brookings staff, which had just moved from outgrown quarters to a spacious new building, came to the rescue. It provided rooms for conferences and consultations and it had experts on government and economics whose advice could be sought. It had a reference library at once competent and pertinent; it even had a series of carrels (a mediaeval word for study space which the Oxford English Dictionary declares obsolete but which Brookings finds fitting) for harried members of various task forces.

As a research centre, Brookings is unique in Washington; its position there is not the least of its advantages. Washington is a city which is more occupied with the practice than with the theory of government and it lacks a recognised centre for post-graduate studies in the realm of the social sciences. To provide this is one of Brookings's dearly held aims. Its new building bears the title "Center for Advanced Studies" on the side

of one wing; plans for another building which is to have more extensive facilities for such studies are already under way.

The desire of the extraordinary business man who gave his name and most of his fortune to Brookings was that his creation should put the insights of the social sciences at the service of the government. This is an ideal not without some peril. The social sciences are relatively new; moreover, a privately financed research organisation with a declared interest in the affairs of government does not always find it easy to convince everyone of its political neutrality. Moreover, academic institutions organised in the conventional way raise their eyebrows at the less conventional approaches which are a source of Brookings's strength.

UNMOVED by criticisms, Brookings continues to flourish. In the past six years its staff and its financial resources have both doubled. Its staff, with a hard core of perhaps a dozen scholars on permanent tenure, includes some seventy more attached to it for varying terms and under various arrangements. Its annual operating income, derived in part from grants by philanthropic foundations, grew from under \$700,000 in 1954 to close on \$2 million at the end of 1960; its total assets (including the cost of its new building, which was paid before the move was made) rose over the same period from \$7 million to \$16 million. Its popularity with the fund-granting foundations keeps pace with its popularity with government, which makes repeated requests for its research services. In part this popularity is due to the new liveliness of what was sometimes regarded, in earlier years, as a formidably conservative group. In the past six years Brookings's contact with modern realities has been increasing and its hospitality to newer lines of investigation has been attracting younger men.

The character of the Institution's output varies. Careful, classic studies in their chosen field may be initiated by scholars on the staff, or by men with other academic connections who desire to work under the wing of Brookings. Most of the projects for study which are given the Institution's support are expected to result in books that will be

published by Brookings, although sometimes a study made under the auspices of Brookings may, for one reason or another, be published by an outside press. Each study, when it is submitted for publication, is reviewed by a specially appointed committee of experts, and revised by the author with due attention to their recommendations before it can receive the Brookings imprint. This editing by committee does not always improve a book's readability and liveliness of presentation is still suspect, but recently there has been a visible improvement in lay-out and typography, along with more alluring dust jackets.

Short "problem papers" on points of specific difficulty may be either inspired by the staff or requested by a government office or an outside group. Recently Brookings has framed a long-range programme of study and research on the social, economic, political, legal and international implications of the exploration of space for the government. And a five-year project for research and education on the economics of taxation and government expenditure is being initiated by the Institution under the guidance of a National Committee on Government Finance, with funds provided by the Ford Foundation. Other work includes technical assistance to Vietnam and the framing of a tax system for South Korea. A new departure is the State Department's request that Brookings undertake studies of development problems in collaboration with the Overseas Development Institute in London, which has received a similar request from the British authorities.

In addition, the staff has recently brought into play techniques of communication at once older and newer than the printed page. Recognising that the daily contact with government affairs which is possible in Washington, like the government's need for quick answers, offers areas for study and service which are still unexplored, conference programmes of varying patterns have been devised to serve young Congressmen seeking to know more about their jobs, senior executives in different government departments eager to exchange mutual problems and solutions and the representatives of big companies who have been assigned to the capital and are puzzled by its complexity. Frankly experimental, these approaches constitute a fresh attack on the centres of isolation which develop within a big government.

So far, Brookings has limited its work in practice to the two social sciences singled out by its founder: economics and political science. It lays little stress on sociology, still less on anthropology and social psychology. Tacit recognition that these latter three may prove increasingly important, particularly to the new countries springing up from the colonialism of the past, may modify the present pattern. The president of the Brookings Institution, Dr Robert Calkins, whose broad grasp of modern problems has been a great factor in the recent expansion of the research which it undertakes, recognises that the growth of the federal government, at home and abroad, requires insights more extensive than those offered by Mr Brookings's two original disciplines.

*Continued from page 907*

that is interruptible. If at any time domestic users of gas are in danger of running short, the two companies can divert supplies from Edison and other industrial consumers.

The electric power company proposes to end this dependence by bringing in its own gas. Most of this—380 million cubic feet out of a total of 455 million cubic feet a day—would come from the fields of the Humble Oil and Refining Company in South Texas, on the famed King Ranch, but it would be transported to California by way of a pipeline through northern Mexico. The remaining 75 million cubic feet a day would come from Mexican gas fields across the border. While the Texan reserves are already being highly exploited, those in Mexico are undeveloped and, according to Edison experts, they are among the largest remaining sources of fuel on the North American continent.

The project has many points of interest, not the least important being the strong opposition from the two gas companies, who see themselves threatened with the loss of their biggest customer, Southern California Edison. Outside of California, the most intriguing facet of the situation is its hands-across-the-border aspect. As the plans have been drawn up, two relatively short pipelines would be built in the United States, both by the Tennessee Gas Transmission Company, one of the largest operators of pipelines in America. The first would run from the King Ranch gas fields to the Mexican border at Reynosa, the other from the Mexican border at Mexicali to the Edison electric plants in the Los Angeles area. But the largest section of pipeline, 1,200 miles long, joining Reynosa and Mexicali, would be constructed by Petroleos Mexicanos (Pemex), the Mexican government's oil and gas monopoly, which also owns the fields from which the Mexican gas would be drawn. Pemex plans to raise \$165 million, the estimated cost of the construction, from the sale of bonds which would be retired out of gas revenues from Edison over a twenty-year period. American investors are expected to be large buyers of the bonds.

Mexican development would be assisted in two important ways. First, a market would be opened up for gas—and the eventual demand might exceed by many times the original 75 million cubic feet a day which Edison would contract to buy. Secondly, Mexican communities along the 1,200 miles of the pipeline would be entitled to draw on the supply, so that the economy of a wide area of the northern part of the country would benefit. In the United States there is controversy over the project and an early decision is not to be expected, but in Mexico the advantage of the proposed joint enterprise must seem incontrovertible.

## Gobbling It Up

**E**VEN the Thanksgiving turkey has now become a "convenience" food. Last week housewives who wanted to save themselves the trouble of peeling chestnuts and their husbands the trouble of dissecting joints could serve a bird which had been stuffed and boned before it was frozen and could be carved like a loaf of bread. It may have tasted like one too and it was certainly more expensive than the traditional variety. For turkey prices were down by about 25 per cent this year. Farmers are complaining that they are actually losing money on their turkeys, even though the cost of feed is also down, and are considering whether they should accept government regulation as a remedy.

Prices will go down still further, but farmers may do better even so, if the giant turkeys now being grown experimentally become general. These successors to the postwar innovation, double-breasted turkeys small enough for any oven, are already tipping the scales at 50 pounds each, enough to feed 75 Thanksgiving—and 100-pound turkeys are being predicted. Such monstrosities are said to be less costly to produce, although "the

bigger the bird, the fewer its eggs," and cheaper for consumers, particularly for the restaurants and food processors who buy about one-third of all the turkeys sold. Large birds have more meat in proportion to bone than do small ones and it is easier to cut them up, whether for blue plate specials or frozen turkey dinners.

## Hamming It Up

**H**AMS were also being blown up into larger sizes—or less solid ones. But against this consumers have revolted successfully, it seems, with the help of a new Administration anxious to redeem its election pledge that their interests would be protected. The story begins about thirty years ago when meat packers discovered how to speed up and cheapen the old slow method of preserving ham—soaking it in brine and then smoking it—by injecting a pickling solution into the meat. This increases its weight and in 1950 the Department of Agriculture ruled that uncooked smoked meat subject to federal inspection—that is, entering into interstate commerce—must not weigh more when sold than it did before it was cured, thus keeping the new product off the market. Last December the retiring Republican Secretary of Agriculture quietly amended this order to allow an increase of up to 10 per cent in weight. This was done at the request of the big meat packers who claimed that small firms, which do not sell outside their own state and are therefore not bound by federal regulation, were profiting unfairly from being able to use the cheap process.

As a result the market was flooded with moist, mild-tasting hams and the Department of Agriculture was flooded with protests. The new Democratic Secretary called a series of hearings at which the meat packers argued that consumers preferred moist hams and that they were not paying for water since lower prices allowed for this change in quality. Consumers denied that they liked the hams or were prepared to buy water instead of meat; in addition they complained that the new product did not keep well. In the middle of last month the original order was reinstated but to comfort the large packers, who are fighting the reinstatement in the courts, the Secretary of Agriculture may ask Congress to apply it to the small intra-state firms as well.

## SHORTER NOTES

It is now taken for granted that Representative McCormack of Massachusetts will succeed Mr Rayburn, who died last month, as Speaker of the House. But the appointment cannot be voted on officially until Congress returns to Washington early in January. Meanwhile, should anything happen to Mr Kennedy and his Vice President, Mr Johnson, the new President would be Senator Hayden of Arizona, the 84-year-old President Pro Tem of the Senate. He is fourth in line of succession, the Speaker being third.

\* \* \*

A Bill passed by Congress in almost record time to deal with last summer's outbreaks of aircraft "hijacking" made it piracy and a federal offence punishable by death to take over a commercial airliner by force when in flight. To assault a member of the crew is now punishable by up to twenty years in prison; if weapons are used the penalty may be life imprisonment.

\* \* \*

The only bit of President Kennedy's tax programme which has been adopted this year is a provision authorising the Treasury to allot numbers to the 60 million people who pay federal taxes. Only a few million new numbers are involved, since most people have, and use, their social security numbers. The purpose of making the practice universal is to enable automatic equipment to pinpoint those who are not paying their taxes in full.

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THE PRESIDENTIAL ELECTION  
AND TRANSITION, 1960-1961

- PAUL T. DAVID
- CHARLES A. H. THOMSON
- WILLIAM H. LAWRENCE
- JOHN M. HIGHTOWER
- EUGENE J. MCCARTHY



WASHINGTON, D. C.

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FEB 1 1961

**THE PRESIDENTIAL ELECTION  
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*1960-1961 The Brookings Lectures*

Beginning December 1, 1960, the Brookings Institution will present a series of eight lectures on the campaigns and election of 1960 and their consequences and implications. Speakers will review significant developments and note important institutional changes that have resulted or are likely to result.

In the midst of the complex series of events that occur in times of political change it is difficult "to see the forest for the trees." Yet waiting for the historian's long perspective may bring clarity too late and at the cost of oversimplification. In any event, contemporary judgments are inescapable. A careful analysis of significant developments by experts can add materially to general understanding. With this purpose in mind the following lectures will be presented.

- December 1, 1960 - *The Presidential Nominations*  
PAUL T. DAVID, Professor of Political Science,  
University of Virginia
- December 15, 1960 - *Mass Media Activities and Influence*  
CHARLES A. H. THOMPSON, Senior Staff, Social Sciences  
Division, RAND Corporation
- January 12, 1961 - *The Presidential Campaign*  
WILLIAM H. LAWRENCE, National Correspondent,  
*New York Times*
- January 26, 1961 - *The Effects Abroad*  
JOHN M. HIGHTOWER, State Department Correspondent,  
Associated Press
- February 9, 1961 - *The 87th Congress*  
EUGENE J. MC CARTHY, United States Senator from  
Minnesota
- February 23, 1961 - *Leadership Problems in the Opposition Party*  
Speaker to be announced
- March 9, 1961 - *The Presidential Transition in 1960-1961*  
LAURIN T. HENRY, Research Associate,  
The Brookings Institution
- March 23, 1961 - *The Problems of Political Change*  
PAUL T. DAVID, Professor of Political Science,  
University of Virginia

*All lectures at 8:00 p.m. in the Maurice Falk Auditorium  
Center for Advanced Study, The Brookings Institution*

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