

ances, from the manner of handling interlocutory rulings, from bulk material, from the manner of preparing findings, and from a myriad more of seeming minutiae apart from the main issues. The task of eliminating delays is not dramatic or exhilarating. It takes patience, persistence, and expertise—like an automobile, gears, tubes, filters, electronic connections or timing devices—all sorts of connections—may cause the machine to stall.

Several years ago the Judicial Conference of the United States became concerned about this situation in the administrative agencies. Its concern arose, in part, from its general concern over the effectiveness of the administration of justice in the system of government which is our invention. And its concern arose, in part, from the fact that the courts must review these proceedings. Long records, inaccuracies, costliness, are practical matters to reviewing courts. The Judicial Conference appointed a committee and adopted that committee's conclusion. It said that the way to attack these problems is to have the agencies themselves do it, and the way to have them do it is to call them together in a conference, with the practicing bar and the academic authorities participating, and embark upon studies and searches for solutions. The Judicial Conference, through the Chief Justice, suggested to the President that he call such a conference. The basic idea for the bill which is now before this subcommittee, S. 1664, came originally from the Judicial Conference of the United States.

It was a natural suggestion for the Judicial Conference to make, because it was a reflection of itself. While, of course, the similarities between that Conference and the one provided in this bill are not many and the analogy cannot be pursued very far, if you look at the statute, which is section 331 of title 28, which created the Judicial Conference, you will see that it directs the Chief Justice to summon annually to a conference the chief judges of the Federal circuits and an equal number of district judges; it directs that Conference to "make a comprehensive survey of the condition of the business of the courts," to "carry on a continuous study of the operation and effect of the general rules of practice and procedure," and to recommend such changes and additions as "the Conference may deem desirable to promote simplicity in procedure, fairness in administration, the just determination of litigation and the elimination of unjustifiable expense and delay."

The Judicial Conference has a full-time administrative director and staff. From those few provisions, the Judicial Conference derives its life and its guidelines, but everybody knows what magnificent results have flowed from it. Those same provisions are the essence of this bill S. 1664. Perhaps the same sort of results will flow from it.

When President Kennedy came to office, he immediately turned his attention to the problems of the agencies. On April 13, 1961, he sent a special message to the Congress on this subject. In that message, he announced that he had called a conference of the agencies, with nongovernment participation. There was at that time in the minds of everybody interested in these problems a question as to whether such a plan as this one would work. Would the agencies really put major thought on their own procedural defects? Would outsiders really devote their time and energy? Nobody was to be