

for suballocation, although various people have mentioned the possibility of it. One of the problems has been in the past that—back before the time of the Council—that the Administration endeavored to consolidate these budgets so that there would not be money transferred between agencies, and so that each agency would ask for its own funds. The Congress did not see fit to go along with that Administration proposal a couple of years ago. The Appropriations Committee did not see fit to go along with that effort, that simplification of the budget process.

This was some years ago, about 5 years ago or so. So, we have the present procedure of having the budgets go to the Congress the way the Congress wanted them to go but trying to have the coordination within the executive branch so that the budgets which are to go to the individual committees will be coordinated and will make sense as a total.

Now, I would not care to offer an opinion on the exact question, namely, whether the Council should have this money appropriated to it and then distribute it, as it were, to the agencies, without more reflection and discussion in the Council. That would be a major change in our whole structure of appropriations. The Budget Bureau would be very much concerned with that. It would be difficult for me to offer an opinion at this time on that direct question.

Senator ANDERSON. You may not like what the Congress has done, but do you not think you ought to follow what the Congress has done?

Mr. HOLUM. Pardon me?

Senator ANDERSON. The Congress has laid out certain requirements here. Why should not the Congress be your guiding light?

Mr. CAULFIELD. Well, it is, sir, and that is how we are acting now. This is the way we understand the budgets are handled, by the several Subcommittees on Appropriations of the House and Senate; and we present a coordinated budget. We have a single document which expresses the coordinated budget as a whole.

In my testimony before the House Public Works Committee on Appropriations this year, for example, I presented to that subcommittee the coordinated budget for all the comprehensive studies, even though the money that is in that budget for, say, the Department of Agriculture, goes before a different subcommittee of the House Appropriations Committee, and likewise in the Senate. But there is one committee, namely, the Committee on Public Works, that the Council goes before which sees the budget as a whole.

Now, exactly how that subcommittee handles itself in relation to the other subcommittees, both in the House and Senate, I am not, of course, aware or competent to discuss.

Senator ANDERSON. Question No. 4.

Mr. HOLUM. "In general, what other organizational problems have been noted in the Council's experience thus far?"

Mr. CAULFIELD. I think I have covered that pretty well in my statement.

Senator ANDERSON. I think you have.

Mr. CAULFIELD. I do not know exactly how to amplify that at this point. I think we have singled out the chief problem. We have not come before the Senate committee lightly with this bill. We have