

it is inherently complicated and difficult, because of the multiplicity of programs, the multiplicity of jurisdictions, and the need for a capacity to produce the information on any of a wide variety of classifications and cross-cutting categories. But we are making progress and do expect both in the short run and long run to make some substantial improvements.

The other area that is an internal Bureau effort involves increased emphasis on administrative policies, philosophy, and management. As I see it many of the old management doctrines are inadequate for our current day needs. The old concepts of nice, clear, and precise lines of responsibility and authority certainly have been useful, and within particular areas of administration they provide concepts that we must adhere to. But most programs nowadays, and most Government and I think for that matter private businesses nowadays, are by their nature interrelated, hence there is no way to organize the Government so that the Department of Housing and Urban Development can operate independently of the Department of Health, Education, and Welfare or of the Office of Economic Opportunity or of the Department of Labor. We need to work with the agencies and with the Congress on a new set of concepts which will cut across traditional categorical lines, committee jurisdictions, agency and bureaucratic jurisdictions, and so on, recognizing that manpower problems are, to an extent, health problems and education problems and training problems, and so on.

Senator MUSKIE. I understand that the detail on this is now being reviewed and when the review is completed we may have it for the record.

Mr. HUGHES. That is correct.

(The materials referred to follow:)

[From the Bureau of the Budget, Office of Executive Management, June 21, 1968]

SUMMARY OF RECENT ACTIVITIES TO PROMOTE IMPROVED INTERGOVERNMENTAL RELATIONS

The Bureau of the Budget and other Federal agencies are making progress on a number of actions designed to improve the administration of grant-in-aid programs and Federal-State-local relations. A brief summary of the more important activities follows:

GRANT-IN-AID SIMPLIFICATION

In the President's message to the Congress concerning the *Quality of American Government* last year, the Director of the Bureau of the Budget was assigned the task of developing a plan and implementing legislation which would simplify the procedures for grant-in-aid application, administration and financial accounting. Legislation was accordingly developed to facilitate the combination of related categorical grants into single packages by applicants without disturbing the substantive requirements of each program. State and local government associations were specifically consulted at several steps during the preparation of this legislation inasmuch as their clients will benefit most directly. The legislation has now been introduced as the "Joint Funding Simplification Act of 1967" (H.R. 12631 and S. 2981). Bureau staff are now studying with the Federal agencies the procedures that must be developed to implement the provisions of the bill.

CONSOLIDATION OF GRANTS-IN-AID

The President's message on the *Quality of American Government* also directed the Director of the Bureau of the Budget to undertake a study of basic consolidations of similar and related grant programs into broader purpose program grants. Bureau staff are already working with a Department of Health, Educa-