Advisory Commission considered on two separate occasions. They did not approach this proposal lightly. They debated it.

I remember, and I think you were present, Senator, when Governor Daniel stated that he did not like certain parts of this in terms of its philosophy, but in order to get the job done, he thought it was essential and he was therefore going to support it. Several other members of the Commission made some comments.

Senator MUNDT. I do not think we can conclude, however, that that is the only way to do it. It is true that Congress is willing to delegate the initiative of the formulas of this type in certain circumstances, and probably widen the scope to the Executive. But here we delegate a little bit more than the initiative, coming up with a proposal to be studied and amended and approved by the Congress. Here we come with a reversal of the status of the veto, whereby Congress assumes the role of the vetoing agency and the legislative aspect goes on at the other end of the avenue, a reversal of the normal constitutional legislative process. We do that in the reorganization of agencies and departments and personnel, because that is the reorganization of the functions of the executive branch, where they determine where personnel should be, how such changes should be handled, how you streamline an executive agency for greater efficiency. But I think what you do is amend by Executive suggestion legislative proposals which have been written out for the various formulas for grants.

I think you are going to have a very difficult time selling it to Congress. I am not sure it is a wise precedent to establish, because it might be used in other places. In this great struggle for maintenance of the balance of power, Congress is always at a disadvantage because it operates more slowly. It does not have the homogeneous concepts that you have in the executive branch. We toss away a little bit like this, we toss away a little bit and go for the item of veto, and the first thing you know, we change the status. Our reorganization plan is not amended by that.

Mr. COLMAN. No.

Senator MUNDT. So you see, you tie your hands, you take this or nothing. We take the bitter with the sweet, the good with the bad. We try to do things which we would not do if we legislate.

I think we ought to give it serious thought; if you people are interested in the maintenance of our system of government, you ought to give a little thought to it. Here we are saying, this will work, so let us take it. It will work, but I think other systems will work. I think if we give the initiative to the Executive and they come up with a formal legislative package which will provide this whole concept of consolidation and so forth of the grants, I think it should be subject to hearing, should be subject to possible amendment. The majority position in Congress will prevail.

It seems to me you run just as much chance of killing the whole package through the reorganization action, because you cannot amend it. You have to deal with offensive aspects just as much that way as you would by submitting the whole package through the legislative mill.

Mr. COLMAN. Let me say this Senator. Certainly this is a very important and very difficult question. The Congress might wish, if it decided