

gadget. That is defining the problem. It is not good enough to say that I want something to monitor air pollution.

Mr. DADDARIO. I understand that, but you are talking to a layman in this area. We can judge how you are doing after we take a look at it, and in this particular area our judgment must be that our laboratories, private and public, are not doing as well as they might.

Dr. MACARTHUR. I was coming to a statement which was not in the prepared text.

Mr. DADDARIO. Good.

Dr. MACARTHUR. Let me address myself for the moment to the problem of personnel ceilings.

PERSONNEL CEILINGS—A MAJOR DETERRENT

Probably the most serious deterrent to interagency work in R. & D. is the current system of personnel ceilings. Personnel ceilings limit the flexibility available to Federal laboratories. I believe that the elimination of manpower ceilings for cross-agency work would motivate a much greater utility of existing laboratory capabilities and would be a major step forward in achieving the objectives of this subcommittee. I would only establish financial controls but at the same time would insist upon a meaningful after-the-fact appraisal. I also believe that others are opposed to this concept because they feel that growth would be excessive and the laboratory would lose its focus toward their prime mission. But I believe that growth would be minimal.

Mr. DADDARIO. You are talking again about a reward mechanism. You would be—

Dr. MACARTHUR. I would remove the manpower ceilings for work that is done internally in an in-house lab for another agency.

Mr. DADDARIO. I see.

Mr. MOSHER. Refresh my memory on the source of these ceilings. What is the history of these ceilings?

Dr. MACARTHUR. I would like Mr. Glass to address himself to that question.

Mr. GLASS. Each agency has a manpower ceiling. I believe they emanate from the Bureau of the Budget. There is a total manpower ceiling established for the Department of Defense. Each echelon of management has to allocate a certain number of spaces or billets for each organizational entity within the Department of Defense. They cannot exceed their ceiling without going to the top, either to obtain readjustments within the Defense Department or ask to request the Bureau of the Budget for additional manpower spaces. If a piece of work comes to the laboratory from the Department of Transportation and additional manpower is required the lab cannot immediately take it on unless he drops some of his defense-related work or obtained additional ceiling. He must go up through his chain of command to get the additional manpower. It is similar to the procedure used for funds.

Mr. MOSHER. Dr. MacArthur is objecting to the rigidity of this?

Dr. MACARTHUR. I am saying if you have a laboratory fully occupied performing its own mission and everybody is busy and if they have technological expertise that can be utilized by another agency when that agency comes and asks for work to be done, the manpower restrictions that are presently applied should not be applied in such