

understand to be the Department's position? And my supposition is that my secretarial position—and my program area involves three bureaus—supersedes theirs. Therefore, the Department position at that moment of history was in favor of granting the permit. If this is not true, the position of an Assistant Secretary in the policy decisionmaking has no meaning.

Mr. MOSS. I think that it normally is quite true. But the Congress went to the point of explicitly setting forth in the statute the agencies which were to be consulted. I assume—I voted for it—that it was in an effort to gain the expert opinion. Now, with all due deference to the office you hold, recognizing that in your case you do have the expertise in one of these fields, nevertheless that is not always the case of the Assistant Secretary occupying your position, which is an administrative position. Do you think that the Congress intended that your advice be sought or that the advice of these two constituent agencies be sought?

Dr. CAIN. Well, as I have stated, the Corps of Engineers did have the advice of the two bureaus. They had it in April 1964.

Mr. MOSS. And it was reversed by you.

Dr. CAIN. Quite a bit later.

Mr. MOSS. And without any further studies.

Dr. CAIN. This is also correct, as I stated, in the letter to you.

Mr. MOSS. And you felt that there would be no need to have the clarification of the fact that there was still in existence, in the section of the Department of the Interior which you have the responsibility for, a difference of opinion between the technical experts and the administration?

Dr. CAIN. I believe the best way for me to comment on that is to describe the general policy—shall I say, the *modus operandi*—with respect to the secretarial personnel of the Department of the Interior.

Mr. MOSS. Doctor, I am quite familiar with it.

Dr. CAIN. May I just go on?

Mr. MOSS. Certainly.

Dr. CAIN. Very briefly, when I first came into the Department in March of 1965, a little over 3 years ago, it was made quite clear to me by Secretary Udall that he expected the people in the rather large number of bureaus and services and offices in the Department to give him technical advice and to give it as strongly as they could in support of their positions. And he wanted within the family any arguments that existed, any differences of opinion, to be brought out thoroughly. But when a policy decision was made, he expected that to be a Department position—in other words, he expected the agencies to close ranks, as it were.

Now, the second part of this, Mr. MOSS, is that from the bureaus which have scientific and technical competence—and I raise no question about the competence of these people—when they were putting forward their scientific and technical competence, this is it, and it should be respected. But the policy decisions at the secretarial level involve many ingredients besides scientific or technological ones. And this is the role of secretarial people—to try to reach some kind of balanced position with respect to a variety of considerations which impinge upon the decisionmaking process. And this is exactly what I did.