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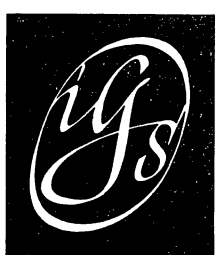
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WHY PRETEND ONE SIZE FITS ALL:
AN EXAMINATION OF MANAGEMENT ISSUES THAT CONCERN
SMALL FEDERAL AGENCIES

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Institute of Governmental Studies

Administrative agencies - U.S. Management

Working Paper 89-15



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WHY PRETEND ONE SIZE FITS ALL: An Examination of management issues
that concern small federal agencies.

Randy H. Hamilton*

INTRODUCTION

Cabinet and other large central government agencies employ the bulk of federal employees and spend the major portion of its revenues. So, it is not surprising that administrative literature and studies concentrates on them. Although lilliputs in the land of giants, "small" federal agencies administer a myriad of important programs having a major impact on national administration. Their management and administrative concerns are much different than the larger agencies. "It's frustrating when we get a request from OMB to file a report on our fleet of cars," says Theresa Michel, Congressional Liaison Officer at the Institute of Museum Services, "We have no cars." ¹.

A "small" agency as defined by the newly formed Small Agency Council, which brings together about 70 independent agencies bounded by common interests and problems, has the following characteristics: (1) organizational independence or semi-autonomy outside the purview of Cabinet agencies, (2) fewer than 6,000 employees, (3) enabling legislation that usually requires reporting directly to the President, or in some cases, the Congress; and, of course, (4) not being one of the fourteen Cabinet departments.

In total, the small federal agencies have about 50,000 employees and spend about \$20 billion a year on such things as public and private sector employment, commerce and trade, energy and science, transportation, national defense, financial market regulations and oversight and the promotion of arts and culture in our society.

* The author acknowledges his debt to the Small Agency Council, organized in 1986 because small agencies suffered from a lack of representation before central agencies on management issues, creating a need for more support and sharing of resources. The Council was created as a forum to address these concerns and to report on the progress of member agencies. Council Chair, Peter J. Basso, Deputy Chairman for Management, National Endowment for the Arts, made available to me reports, internal working documents and other material on which I have drawn heavily.

1. T. Elder, "Mites Get Might," Government Executive, Washington, DC: U.S. Office of Personnel Management. December, 1988. p. 22

Small agencies are responsible for executing programs and policies that cut across dozens of central government programmatic areas. Table 1., lists the missions/goals of the seventy agencies currently in the Small Agency Council. Approximately a dozen others have not joined. The range of responsibilities is quite broad some acting as advisory bodies, some as regulatory agencies, some as grant-making institutions and some are uniquely chartered such as banks and museums. The work of about two of three such agencies can be clustered into four main areas of administrative responsibility, but even within the groupings there are great diversities.

Commerce and Trade -- administration of programs that range from ensuring fair competition, consumer product safety and the regulation of international trade. About one in eight small agencies fall into this grouping.

Culture/Education/Science -- grant-making to the arts and humanities and sciences as well as research, historical preservation, library and museum exhibitions, support of scholars and generally endeavoring to meet the library and information needs of the country. About one in five small agencies fall into this grouping.

Finance -- supervision, audit, regulation of banks and other financial institutions, protection of investors, assuring insurance and pension protection for all Americans. About one in three small agencies fall into this grouping.

Employment -- administration of programs that range from adjudication of labor/management disputes in both the public and private sectors, assuring rights to organize work forces, enforcement of laws concerning equal access to employment and prevention of discrimination in employment. About one in eight small agencies fall into this grouping.

Other small agencies are concerned with such public programs as the protection and conservation of natural resources; improving inter-governmental relations; international development; recruitment, assignment and support of volunteers and some aspects of national defense. Table 2., shows the Small Agency Council members' program responsibilities.

Some small agencies have only one office in Washington with as few as one or two employees. However, about forty percent have field offices. Table 3., shows the operational characteristics of the agencies, based on the kinds of work they do.

There are $\pm 3,000,000$ federal, domestic, civiliam employees of the central government. The larger agencies have tens or hundreds of thousands of employees. In contrast, seventy percent of the small agencies have fewer than 500 employees. Thirty percent have fewer than 50. And, as shown in Table 4., only ten percent of the seventy agencies in the Small Agency Council have between 3,000 and 6,000 employees.

Accompanying the wide variation in staffing is a similar variation in the amount of operating budgets of the small agencies. By national government standards, as shown in Table 5., their budgets can almost be called miniscule. In FY 1988, one out of ten small agencies had budgets of less than \$1 million. Frequently, in the larger Cabinet agencies, \$1 million disappears "due to rounding." One out of three small agencies had appropriations in FY 1988 of between \$1 and \$10 million, leading to an organizational characteristic of small agencies of labor intensiveness where job titles do not mean much. Regardless of the job title, the organizational mileu of small agencies means that whoever is around to do whatever needs to be done does it. or the majority of small agencies, particularly those concerned with regulatory activities, salary line items comprise over seven percent of total expenditures. Most small agencies service their programs with small numbers of "management" personnel -- frequently only one person in that category.

Because small agencies have limited management support staff and because most of their budgets are allocated directly to salaries and benefits; their management concerns, operations and capabilities are often significantly different from those of larger agencies and they are almost unspoken to in the management literature concerning the central government.

ONE SIZE ILL FITS ALL- SMALL AGENCY MANAGEMENT ISSUES AND CONCERNS

Generally, management concerns cut across the spectrum of small agencies. As with their larger counterparts in the central government, small agencies execute the full range of administrative/managerial functions required to support their missions. They must have budgets approved annually by Congress; recruit, hire and retain good employees; find space to house and provide them with the tools and supplies to get the job done; report, plan, and be audited. Unfortunately, they must do so under rules, regulations, restrictions, reporting requirements and other routines developed and administered with a "one size fits all" mentality. The same rules apply to an agency that has 10,000 employees as to one with one with fewer than 100 employees -- which is true for more than forty percent of the small agencies.

A fundamental finding of a National Academy of Public Administration (NAPA) study was that as the government continues to become more specialized and diverse, many have come to recognize that existing federal bodies frequently need management systems tailored to meet their unique requirements. The NAPA report characterized federal managers, particularly those of the small agencies, as "captives of a series of cumbersome internal management 'systems' which they cannot control ... systems so rigid, stultifying and burdened with red taps that, in the view of these managers, their capacity to serve the public is seriously undermined." ²

Unlike their "big siblings" small agencies do not have groups of specialized staff devoted to budget, finance, procurement, personnel, space planning and the usual etceteras that serve dual functions of making an organization tick and producing paper for others to work with. Many small agencies have only one person or, at best, a handful of staff with broad responsibility for all administrative support functions. The limited administrative as compared to program/operational staff in small agencies results in less depth of staff expertise and management specialization than is usually found in the larger agencies.

2. Revitalizing Federal Management: Managers and Their Overburdened Systems. Washington, DC: The National Academy of Public Administration. 1983.

For example, small agencies are frequently unable to comment on proposed changes in the rules and regulations affecting operations of their agencies because they have few, if any, resources to track and analyze proposed government-wide administrative policy revisions. Because they are "small" they are often not even consulted about changes that may have unique, or indeed, adverse effects on them.

Small agencies are expected to file the same multitude of reports required of large agencies. This chews up valuable time, energy, effort and resources already (by definition) small and lacking in them. This is so even though the information generated makes little or no statistical difference in the final government-wide report.

Students of the federal personnel system agree that the system is skewed toward reward (in rank and pay) to specialists. Small agencies have extraordinary difficulty in recruiting and retaining administrative staff because the "one size fits all" system works to the detriment of the administrative generals -- the typical employee in a small agency. Through the Small Agencies Council, there are the beginnings of a seeking of "legislative and regulatory authority to develop and manage their own programs. The realization is growing that there is more dissimilarity than similarity among such diverse cultures as the Federal Bureau of Investigation, the Forest Service, the National Bureau of Standards, the National Institutes of Health, the Central Intelligence Agency, the Immigration and Naturalization Service ... and a host of others." ³

FINANCIAL MANAGEMENT ISSUES

Small, as well as large agencies, have the same objective in the annual "run for the bucks," known to students of politics, public policy and administration, as the budget process. They all seek to obtain full funding or as close to full funding as accords with the President's budget. The extended appropriation process and

3. Ray Kline, "The Challenges for Tomorrow's Federal Manager." Washington, DC: General Accounting Office, The GAO Journal. Fall, 1988. p. 13.

and the continuing resolutions characteristic of the past decade as well as incremental allowances or across-the-board budget reductions affect small agencies in ways different than large ones. As previously noted, the vast bulk of the appropriations for small agencies is spent on personnel, averaging about three out of every four appropriated dollars. Consequently, it is extremely difficult for small agencies to keep operating with across-the-board cuts. It is harder for them to absorb such cuts without seriously damaging programs than it is for larger agencies. Similarly for the difficulties of operating on an incremental funding basis.

Federal procurement regulations are particularly noxious and burdensome for the small agencies. One hears constant complaints that they are "time-consuming," "non-responsive to small agency needs," "procedurally overwhelming" or "greatly in need of simplification." Again, lacking in procurement specialists (unlike their counterparts in large agencies) the small agency often does without rather than trying to obtain needed resources by negotiating the procurement system. Because government-wide procurement policies including competition, minority contracting, cost over quality (unless the specifications are very, very carefully written) they sometimes have a burdensome impact on the small staffs of the small agencies -- generalists trying to cope with a system designed for specialists.

While GSA supply schedules for products and services may be designed to save the central government money, as a whole, it works in perverse ways for small agencies. The one size fits all mentality mandates government-wide use, despite the fact that the small agencies can often benefit from competition in the private sector to provide their smaller volume of materials and supplies, than GSA has been able to negotiate on a government-wide basis with giant suppliers.

The proliferation of planning and/or reporting requirements by central oversight agencies burden already overburdened small agency staffs. OMB reporting requirements are uniform, with no exceptions.

Small agencies have the same requirements as gigantic ones, without the specialized staff devoted to filling out reports and, with the morale decreasing knowledge that the reports are of no statistical use in the over-all scheme of things. Frequently, there is no recognition to the fact that smaller agencies have nothing to report in response to directives. Regular demands frequently yield a series of "negative" reports which must be dutifully filed despite the lack of any change. In many cases, with agencies employing fewer than ten, for example, the small agency could well be exempt from uniform reporting requirements without significantly affecting government-wide reporting results.

PERSONNEL MANAGEMENT ISSUES

Perhaps of most concern to administrators of small agencies problems concerning personnel and human resource administration. Two major difficulties confront them in the competition for able employees: (1) insufficient resources to engage in widespread recruitment activities and (2) limited grade promotion potential. And, of course, small agencies as well as the larger ones have yet to get over the recent bureaucracy bashing engaged in by political candidates for high office. The confluence of fact, fiction and fancy reflected in central government employment policy in the past few years as severely limited the ability of small agencies to attract, develop and retain talent.

Small agencies, particularly need to be free of the strictures of one size fits all. They should not have to be held back by OPM efforts to reform for all. The classification standards, set largely to meet the needs of the Cabinet agencies, generally reward depth of knowledge and, as has been mentioned, specialization. They do not reward breadth of job. The sheer size of the system works against the small agencies as does the voluminous rules, regulations and interpretations and use of classification standards not modernized for thirty years and which are intended to work involving the technology of the nineties and beyond. The mis-match between position description, employee actual work and compensation is most acute in small agencies.

The standards do not give consideration to the impact of a given position on a specific (small) agency as compared to the government as a whole. Grade levels for staff carrying primary responsibility for many and various administrative functions in small agencies are depressed because of the rigid comparison to all similar jobs. Because many administrative jobs in a small agency are combinations of two or more functions, the jobs may not rank sufficiently high in complexity in any one function to make the difference between, let us say, a GS 13 and GS 14. The one size fits all approach to personnel administration gives no extra weight whatsoever for the aggregation of functions. The mid-level generalist, the mainspring of small agency functioning are undercompensated in a classification scheme intended to fit an agency with 100,000 employees and one with 10.

The Civil Service Reform Act's "pay for performance" program is, unfortunately, more rhetoric than reality in small agencies with limited budgets and no "give" for bonuses.

ADMINISTRATIVE MANAGEMENT ISSUES

Small agencies are hindered in performance of functions by trying to cope with the regulatory minutia generated by the General Services Administration (GSA). The acquisition of support services in a system responsive to the needs and operational realities of small agencies is simply not in place. While somewhat better, apparently, under the Bush Administration, for years GSA sought to exercise its administrative responsibilities in the government through tight control of procurement, space, supplies, equipment and services. It often happens that conceptually worthy initiatives by GSA to save money government-wide results in cost increases for small agencies. Examples abound, such as the GSA contract airline scheme, mandatory supply schedule, building lease negotiation requirements. Employee space allocations according to GSA standards, which includes hallways and other common space in the reduced square footage allocated per employee simply takes no cognizance of a small agency with only two or three rooms. The standards do not take into consideration the amount of "flexibility" available to small agencies.

"Administration" in small agencies, while concerned with many of the same procedures used in large ones is not, necessarily, most well done by participating in the "one size fits all" arrangements for warehousing, shipping, receiving, services to field installations and the like. Although the "system" does not allow it, is conceivably cheaper and quicker to walk across the street to buy a typists chair from Sears-Roebuck or whatever, than it is to order it out on the GSA schedule from a warehouse 500 miles away.

It is long since past time to recognize that "management" in small agencies is different than in the large ones. While over eight percent of the small agencies have program policy lodged in a multi-person "commission" or "board," (hereafter called "commission"), their authorizing statues may be quite different, each from another. This is particularly so when researching the question of who is assigned primary responsibility for the day-to-day management of the agency. In many small agencies the chairperson rather than the full commission exercises sole administrative responsibility for the operation of the agency such as the Consumer Product Safety Commission, the Equal Employment Opportunity Commission, the Federal Trade Commission, the Merit System Protection Board and the Postal Rate Commission. In others, such as the Interstate Commerce Commission, the International Trade Commission, and the Nuclear Regulatory Commission, the powers of the chairperson are fewer, since statutory responsibility for the allocation of money, staff and resources rests with the Commission as a whole. In on small agency, the National Labor Relations Board, it is the General Counsel who statutorily exercises management functions such as budget and personnel.

Most Commissions, whether the Chairperson is a designated position by statute or elected from the membership of the full Commission, tend to delegate responsibility for day-to-day operations to an Executive Director or Chief Executive Officer, such as the Commodity Futures Trading Commission, Federal Communication Commission, Occupational Seafety and Health Review Commission and others.

About twenty percent of the small agencies without a Commission structure are directed by an agency head similar to those of Cabinet Departments.

The membership of small agency Commissions varies widely. Table 6., summarizes Commission membership information including number on the Commission, how appointed, by whom and terms. More than half the Commissions have between three and five members. Most Commission members tend to be Presidentially appointed, requiring Senate confirmation. Most small agency Commissions are bi-partisan. Public seats may or may not be designated for a particular political party. Small agencies with inter-governmental responsibilities tend to have Congressional members or officials from other central government agencies with responsibilities related to those of the Commissioners. Usually, central government appointees are Commission members ex-officio. Terms of office for most Commission members average three to six years; generally with terms being staggered. Special purpose Commissions with a statutorily defined duration have members who are appointed for the life of the Commission, Commission turnover for small agencies is quite low. Research reveals that more than seventy percent of Commissioners serve out their full term of appointment.

In terms of administrative management, small agencies are typically organizationally "independent." They have a unique relationship with Congress and central staff agencies. For example, the authorizing statutes for some small agencies provides for independent regulatory review and they do not have to submit their proposed regulations to OMB for approval. Others, have been given independence legislatively, in whole or part, for personnel decisions, budget decisions and increasingly such things as office/space leasing and procurement. The extent and nature of independence authorized by Congress is usually related to the perception of its task(s) by the Congressional committees and supporters pushing for the establishment of the agency, and when it was established. Research reveals a direct correlation between the the post-Watergate established agencies and their "independence" from the Executive Branch because of Congressional concern over the extent of Presidential authority. The aim in the Legislative-Executive push and pull is to limit Presidential

authority in the constant tug-of-war between the executive and legislative branches, Congress has tended to assume more direct operational authority and oversight over those agencies created after Watergate than those previously established.

An examination of the operational modes of small agencies with independent authority shows that some act zealously to protect their independence. Others voluntarily participate (formally or informally) in some central staff agency processes such as having the Office of Management and Budget (OMB) review legislative testimony for "clearance" before delivery. The initiative to do so probably stems from a desire of some Commissioners to develop closer relationships with or be supportive of the White House. Although there is no strictly legal requirement to do so, some small agencies with independent authority simultaneously submit their budgets to OMB and Congress. No clear patterns emerge which would enable a supportable generalization to be stated concerning these matters.

Concern with "something being lost in the transition," the Small Agency Council, for the first time in the nation's administrative history, prepared and submitted a Transition Paper for the incoming Bush Administration in December, 1988. Their conclusions were stated as follows:

... the economy with which small agencies have historically been managed should be more widely recognized throughout government.

... because small agencies have been forced by resource and staff constraints to streamline [operations] there is necessarily a strong impetus for innovation.

... strengthening the involvement of small agencies in interagency management efforts to improve management and productivity can serve government-wide interests... .

... small agencies are encouraged by the gradual trend toward greater delegations of authority to agencies in personnel, procurement and facilities management [and] while changes in the past few years have helped to facilitate small agency operations, the momentum for further improvement should not be lost

... small agencies want the central management agencies to take further account [of the differences between large and small agencies] in developing policies and issuing directives. This may include providing simplified reporting requirements or exemptions in some cases. Simplification of regulations for procurement and the Federal Personnel Manual would also simplify compliance with them.

... the principal concern of small agencies is that all agencies have access to the shaping of government-wide policies that will affect their operations. Small agencies would welcome participation in all types of interagency management groups in order to share information and expertise.

CONCLUSION

From all sides, one hears calls for "leadership" in executive management of public programs. Leadership qualities are difficult to develop or exhibit in an administrative system that values conformity and which is simply not geared to the operation one is supposed to "lead." Small agencies provide an excellent testing ground for elimination of government-wide administrative restrictions that make no sense to them or which, in the totality of central government operations, make any difference, administratively speaking. "We don't even feel like we're part of the government sometimes." ⁴ " [Our] inability to respond to often implausible requests from above makes us feel that we're not crossing all the t's and dotting all the i's." ⁵

Small agencies manage complex, important public programs marked by diversity, ever increasingly more rapid rates of change [Toffler], advancing technologies and limited resources. One size does not fit all. It is time to recognize that.

4. Government Executive, Dewey Tanner, Executive Director, Advisory Commission on Federal Pay, p. 23.

5. Ibid. Daniel Mann, Director of Administration of the 25-employee Administrative Conference of the United States.

TABLE 1

SMALL AGENCY COUNCIL MEMBERS & MISSIONS

<u>TITLE</u>	<u>MISSION</u>
ACTION	Administers and coordinates nationwide volunteer services.
Administrative Conference the U.S. (ACUS)	Assists agency representatives and outside experts, reviews the efficiency and powers of administrative procedure and advises the President, Congress, and the Judicial Conference on means for improvement.
Advisory Commission on Intergovernmental Relations (ACIR)	Examines Federal, state, and local trends, events, and programs with intergovernmental impact.
Advisory Committee on Federal Pay (AC/FP)	Assures comparability in pay between Federal statutory pay systems and private enterprise.
Advisory Council on Historic Preservation AC/HP)	Provides independent advice to President and Congress on national historic preservation program.
African Development Foundation (ADF)	Provides direct assistance to Africa's disadvantaged populations.
Agency for International Development (AID)	Provides economic resources to developing countries with the aim of bringing the benefits of development to the poor.
Alaska Natural Gas Transportation System (ANGTS)	Coordinates all Federal activities pertaining to Alaskan pipeline in order to assure timely, efficient, safe and environmentally sound construction.

**American Battle Monuments
Commission (ABMC)**

Maintains and constructs U. S. monuments and memorials commemorating Armed Forces, including military cemetery memorials in foreign countries.

**Architectural and Transportation
Barriers Compliance Board
(ATBCB)**

Ensures accessibility and usability of Federal and Federally funded buildings by physically handicapped persons.

**Arms Control and Disarmament
Agency (ACDA)**

Arms control and disarmament activities.

**Board for International
Broadcasting (BIB)**

Provides financial and programmatic oversight and grants of funds to Radio Free Europe and Radio Liberty.

**Commission of Fine Arts
(CFA)**

Payments for general operating support to Washington, D.C. arts and other cultural organizations.

**Commission on Civil Rights
(CRC)**

Studies concerning areas in which there may be denials of civil rights.

**Committee for Purchase from
the Blind and Other Severely
Handicapped.**

Administers a mandatory federal procurement program to increase employment opportunities for the blind and other severely handicapped in workshops.

**Commodity Futures Trading
Commission (CFTC)**

Regulates and oversees the Commodity Futures Industry, in order to foster an openly competitive market environment that serves the economic functions of risk shifting and price discovery and protects the public and the markets from price manipulation and fraud.

**Consumer Product Safety
Commission (CPSC)**

Protects the public against unreasonable risk of injury associated with consumer products. Assists consumers and develops and enforces safety standards and bans; promotes research and development into the causes and prevention of product-related deaths, illnesses and injury.

Delaware River Basin Committee	Develops water and related resources of the region drained by the Delaware River and its tributaries.
Equal Employment Opportunity Commission (EEOC)	Enforces federal statutes prohibiting employment discrimination based on race, sex, religion, national origin, age or handicap status.
Export-Import Bank of the U.S. (EXIM BANK)	Finances and promotes U.S. exports.
Farm Credit Administration (FCA)	Examines and regulates a coordinated agricultural credit system of farm credit banks/associations lending to farmers, ranchers, and their cooperatives.
Federal Communications Commission (FCC)	Regulates interstate and international communications by radio, television, wire, satellite, and cable.
Federal Elections Commission (FEC)	Administers the disclosures of campaign finance information, enforces limitations on contributions and expenditures, supervises public funding of Presidential elections and performs other tasks related to Federal elections.
Federal Emergency Management Agency (FEMA)	Provides federal disaster assistance.
Federal Energy Regulatory Commission (FERC)	Regulates certain interstate aspects of the natural gas, hydroelectric, oil pipeline and electric industries.
Federal Home Loan Bank Board (FHLBB)	Formulates policies for and supervises operation of Federal Home Loan Banks and the system of Federal savings and loan associations.
Federal Labor Relations Authority (FLRA)	Adjudicates labor management disputes in the Federal sector.
Federal Maritime Commission (FMC)	Regulates the domestic offshore and international waterborne commerce of the U.S.

**Federal Mediation and
Conciliation Service (FMCS)**

Assists parties to labor disputes in industries affecting commerce to settle disputes through conciliation and mediation.

**Federal Mine Safety and Health
Commission (FMSEHC)**

Reviews and decides contested enforcement actions of the Secretary of Labor under mine safety legislation.

**Federal Retirement Thrift
Investment Board (FRTIB)**

Manages the federal retirement thrift savings fund.

**Federal Trade Commission
(FTC)**

Ensures that competition in the market place is vigorous, free and fair.

**Harry S. Truman Scholarship
Foundation**

Provides scholarships to college students for public service careers at the local, state or Federal level.

**Institute of Museum Services
(IMS)**

Provides grants to all types of museums (ranging from zoos to art (museums) to support operations, conservation and planning.

**Inter-American Foundation
(IAF)**

Supports social progress in Latin American and the Caribbean with a direct impact on the lives of people at the lowest economic levels.

**International Trade Commission
(ITC)**

Regulates and advises on probable economic effect on domestic industry and consumers of international trade policies and agreements.

**Interstate Commerce Commission
(ICC)**

Regulates interstate surface transportation.

**Japan - U.S. Friendship
Commission**

Promotes scholarly, cultural and artistic activities between Japan and the U.S.

**Marine Mammal Commission
(MMC)**

Coordinates policy, research and programs to conserve marine mammals domestically and internationally.

**Merit Systems Protection
Board (MSPB)**

Performs adjudicatory functions necessary to maintain civil service merit systems.

**National Archives and Records
Administration (NARA)**

Identifies, preserves, and makes available for research the permanently valuable records of the Federal Government; stores inactive Federal records; operates the Presidential Library system; publishes Executive orders, laws, and regulations; and administers grants to support historical documentary publications.

**National Capital Planning
Commission (NCPC)**

Serves as central planning agency for the Federal Government in the National Capital Region.

**National Commission on
Libraries and Information
Science (NCLIS)**

Develops plans to meet the library and information needs of the Nation and coordinate Federal, state, and local activities to meet these needs.

**National Credit Union
Administration (NCUA)**

Charters, supervises, and examines Federal Credit Unions and provides related administrative services.

**National Endowment for the
Arts (NEA)**

Provides grants or contracts with groups, individuals of exceptional talent and State/regional organizations engaged in, or concerned with, the arts.

**National Endowment for the
Humanities (NEH)**

Awards grants to educational institutions, individuals, and other non-profit organizations in support of exemplary projects that advance research, education, and public programs in the humanities.

**National Gallery of Art
(NGA)**

Receives, holds and administers works of art acquired for the Nation; maintains and administers Gallery buildings.

**National Labor Relations Board
(NLRB)**

Safeguards employees' rights to organize, determines through elections whether workers want unions as their bargaining representatives, and remedies and prevents unfair labor practices by employers and labor organizations or their agents.

**National Mediation Board
(NMB)**

Mediates disputes over wages, hours, and working conditions for rail and air carriers and employees in the two industries. Resolves representation disputes in the two industries.

**National Science Foundation
(NSF)**

Promotes the progress of science and engineering through the support of research and education programs. Its major emphasis is on high quality, merit-selected research, the search for improved understanding of the fundamental laws of nature upon which our future well-being as a nation depends. The National Science Foundation also supports applied research in several areas. Its educational programs are aimed at ensuring increasing understanding of science and engineering at all educational levels and an adequate supply of scientists and engineers to meet our country's needs.

**National Transportation
Safety Board (NTSB)**

Promotes transportation safety through accident investigation, appellate review on actions taken against transportation certificates and licenses; and evaluation of effectiveness of other Federal agencies in preventing transportation accidents.

**Navajo - HOPI Indian Relocation
Commission**

Plans and conducts relocation associated with the settlement of a land dispute between two tribes.

**Nuclear Regulatory Commission
(NRC)**

Regulates nuclear reactor and material safety and safeguards regulation; conducts nuclear safety research; regulates nuclear waste; and reviews, evaluates and inspects NRC's licenses.

**Occupational Safety and Health
Review Commission (OSHRC)**

Adjudicates contested enforcement actions of the Secretary of Labor.

**Office of Special Counsel
(OSC)**

Investigates prohibited personnel practices in Federal agencies and political activities prohibited by the HATCH ACT; administratively prosecutes offending employees and agencies before MSPB.

**Office of the U.S. Trade
Representative (USTR)**

Develops and coordinates U.S. international trade, commodity, and direct investment policy, and leads or directs negotiations with other countries on such matters. The U. S. Trade Representative is a Cabinet level official who acts as the principal trade adviser, negotiator, and spokesman for the President on trade and related investment matters.

**Overseas Private Investment
Corporation (OPIC)**

Encourages the participation of U. S. private capital and skills in the economic and social development of less developed friendly countries.

Peace Corps

Provides support to the nearly 6000 Americans in more than 60 countries in the developing world engaged in volunteer work to promote world peace and understanding by: (1) providing trained and skilled "personpower;" (2) promoting understanding of Americans on the part of the people served; and (3) promoting understanding of other peoples on the part of Americans.

Pennsylvania Avenue Development Corporation (PADC)

Provides public improvements, property acquisition, relocation assistance and historic preservation in Pennsylvania Avenue Corridor.

Pension Benefit Guaranty Corporation (PBGC)

Administers programs of mandatory insurance to prevent loss of pension benefits under certain conditions.

Postal Rate Commission (PRC)

Issues recommended decisions on changes in postal rate fees and mail classifications to Postal Service Board of Governors, and investigates complaints relating to those areas. Consider changes in nature of available postal service and postal patrons' appeals from postal service decision to close or consolidate post offices.

Railroad Retirement Board (RRB)

Administers comprehensive retirement, survivor; unemployment and sickness benefit programs for the nation's Railroad Workers and their families under the Railroad Retirement and Railroad Unemployment Insurance Acts.

Securities and Exchange Commission (SES)

Protects the interests of the investing public through prevention and suppression of fraud; supervision and regulation of securities markets; regulation of investment management; economic and statistical research; and full and fair disclosure of securities findings.

Selective Service System (SSS)

Conducts drafts registration and mobilization readiness.

Small Business Administration (SBA)

Provides assistance to small businesses victims of physical disasters.

Smithsonian Institution

Conducts Research in the fields of art, science, and history; develops, preserves, and documents the National Collection; makes presentations of public exhibits and performance; operates and maintains major exhibition and research facilities; and collects, prepares, disseminates, and exchanges information, publications and other materials.

Soldiers' and Airmen's Home

Promotes domiciliary and medical care and other authorized benefits for the relief and support of certain retired soldiers of the regular Army and airmen of the regular Air Force.

Susquehanna River Basin
Commission

Develops water and related resources of region drained by the Susquehanna River and its territories.

U.S. Holocaust Memorial Council

Formulates plans for a permanent living memorial museum to the victims of the holocaust.

U.S. Sentencing Commission

Establishes sentencing guidelines for the U.S. District Courts and other sentencing policies and practices for the Federal criminal justice system.

TABLE 2

SMALL AGENCY COUNCIL PROGRAM RESPONSIBILITIES (N=70)

<u>PROGRAM AREAS</u>	<u>COUNCIL MEMBERS</u>	
	(%)	(#)
CULTURAL/EDUCATIONAL SCIENTIFIC	18%	13
CIVIL RIGHTS	4%	3
COMMERCE/TRADE	13%	9
EMPLOYMENT	13%	9
ENERGY/NATURAL RESOURCES	9%	6
FINANCE	16%	11
INTERGOVERNMENTAL	7%	5
INTERNATIONAL	7%	5
NATIONAL DEFENSE	6%	4
OTHER*	7%	5

* Includes disaster relief; volunteerism; planning; relocation assistance.

TABLE 3

SMALL AGENCY COUNCIL MEMBERS KIND OF WORK (N=70)

<u>FUNCTION</u>	<u>COUNCIL MEMBERS</u>	
	(%)	(#)
REGULATORY/ENFORCEMENT	48%	34
ADVISORY BODY	16%	11
GRANT-MAKING	19%	13
OTHER*	17%	12

* Includes such uniquely chartered organizations as banks; museums; development associations; planning agencies; relocation assistance, et cetera.

TABLE 4

SMALL AGENCY COUNCIL MEMBERS STAFFING RESOURCES (N=70)

<u>FY 88 TOTAL COMPENSABLE WORK YEARS</u>	<u>COUNCIL MEMBERS</u>	
	(%)	(#)
< 50	31%	22
51 - 100	11%	8
101 - 500	27%	19
501 - 1000	12%	8
> 1001 BUT LESS THAN 3000	10%	7
> 3001 BUT LESS THAN 6000	9%	6

TABLE 5

SMALL AGENCY COUNCIL MEMBERS BUDGETARY RESOURCES (N=65)

<u>FY 1988 BUDGET APPROPRIATION</u>	<u>COUNCIL MEMBERS</u>	
(in thousands of dollars)	(%)	(#)
< 1,000	9%	6
1,001 - 10,000	28%	18
10,001 - 100,000	32%	21
101,000 - 200,000	20%	13
201,000 - 650,000	8%	5
>100,000,000	3%	2

SMALL AGENCY COUNCIL COMMISSION MEMBER INFORMATION TABLE 6

AGENCY	COMMISSIONERS 1	APPOINTED BY	TERM LENGTH (YEARS)
ACTION	0	NA	NA
Administrative Conference of the U.S. (AC/US)	11	PRESIDENT*	CHAIR - 5 MEMBER - 3
Advisory Commission on Intergovernmental Relations (AC/IR)	26	PRESIDENT - 20 CONGRESS - 6	2
Advisory Committee on Federal Pay (AC/FP)	3	PRESIDENT	6
Advisory Council on Historic Preservation (AC/HP)	19	PRESIDENT	4
African Development Foundation (ADF)	5	PRESIDENT	CHAIR/VICE CHAIR - 5 MEMBER - 3
Agency for International Development (AID)	0	NA	NA
Alaska Natural Gas Transportation System (ANGTS)	0	NA	NA
American Battle Monuments Commission (ABMC)	11	PRESIDENT	AT PLEASURE OF PRESIDENT
{*} WHERE "PRESIDENT" REQUIRED.	LISTED, SENATE	CONFIRMATION	

<u>AGENCY</u>	<u>COMMISSIONERS</u> <u>#</u>	<u>APPOINTED</u> <u>BY</u>	<u>TERM LENGTH</u> <u>(YEARS)</u>
Architectural and Transportation Barriers Compliance Board (ATBCB)	23	PRESIDENT - 12 PUBLIC POSITIONS FEDERAL POSI- TIONS - 11	PUBLIC - 3 REMAINDER BASED ON POSITION
Arms Control and Disarmament (ACDA)	0	NA	NA
Board for International Broadcasting (BIB)	9	PRESIDENT	3
Commission of Fine Arts (CFA)	7	PRESIDENT	4
Commission on Civil Rights (CRC)	8	PRESIDENT - 4 CONGRESS - 4	6
Committee for Purchase from the Blind and Other Severely Handicapped (CPBSH)	15	PRESIDENT	6
Commodity Futures Trading Commission (CFTC)	5	PRESIDENT	5
Consumer Product Safety Commission (CPSC)	5	PRESIDENT (CON- GRESS HAS FUNDED ONLY 3)	7
Delaware River Basin Committee (DRBC)	1	PRESIDENT	AT PRESIDENT'S PLEASURE
Equal Employment Oppor- tunity Commission (EEOC)	5	PRESIDENT	5

<u>AGENCY</u>	<u>COMMISSION</u> <u>1</u>	<u>APPOINTED</u> <u>BY</u>	<u>TERMS LENGTH</u> <u>(YEARS)</u>
Export-Import Bank of the U.S. (EXIM BANK)	6	PRESIDENT	4
Farm Credit Administration (FCA)	3	PRESIDENT	6
Federal Communications Commission (FCC)	5	PRESIDENT	5
Federal Elections Commission (FEC)	6	PRESIDENT	6
Federal Emergency Management Agency (FEMA)	0	NA	NA
Federal Energy Regulatory Commission (FERC)	5	PRESIDENT	4
Federal Home Loan Bank Board (FHLBB)	3	PRESIDENT	4
Federal Labor Relations Authority (FLRA)	3	PRESIDENT	5
Federal Maritime Commission (FMC)	5	PRESIDENT	5
Federal Mediation and Conciliation Service (FMCS)	0	NA	NA

<u>AGENCY</u>	<u>COMMISSION</u> <u>1</u>	<u>APPOINTED</u> <u>BY</u>	<u>TERM LENGTH</u> <u>(YEARS)</u>
Federal Mine Safety and Health Commission (FMSHRC)	5	PRESIDENT	6
Federal Retirement Thrift Investment Board	5	PRESIDENT	CHAIR - 4 YEARS MEMBERS - 2 to 3 YEARS
Federal Trade Commission (FTC)	5	PRESIDENT	7
Harry S. Truman Scholarship Foundation	13	PRESIDENT - 9 CONGRESS - 4	6
Institution for Museum Services (IMS)	15	PRESIDENT	5
Inter-American Foundation (IAF)	9	PRESIDENT	6
International Trade Commission (ICC)	6	PRESIDENT	9
Interstate Commerce Commission (ITC)	5	PRESIDENT	5
Japan - U.S. Friendship Commission	18	USIA DIRECTOR	3
Marine Mammal Commission (MMC)	3	PRESIDENT	3

<u>AGENCY</u>	<u>COMMISSIONS</u> <u>1</u>	<u>APPOINTED</u> <u>BY</u>	<u>TERM LENGTH</u> <u>(YEARS)</u>
Merit System Protection Board (MSPB)	3	PRESIDENT	7
National Archives and Records Administration (NARA)	0	NA	NA
National Capital Planning Commission (NCP)	12	D.C. MAYOR - 2 PRESIDENT - 3 EX OFFICIO - 7	3-6 YEARS 2-4 YEARS REMAINDER BY POSITION HELD
National Commission on Libraries and Information Science (NCLIS)	15	PRESIDENT	5
National Credit Union Administration (NCUA)	3	PRESIDENT	6
National Endowment for the Arts (NEA)	0	NA	NA
National Endowment for the Humanities (NEH)	0	NA	NA
National Gallery of Art (NGA)	9	GENERAL TRUSTEE - 5 PRESIDENT-FEDERAL MEMBERS	GENERAL - 10 FEDERAL - BY POSITION
National Labor Relation Board (NLRB)	5	PRESIDENT	4

<u>AGENCY</u>	<u>COMMISSIONERS</u> <u>#</u>	<u>APPOINTED</u> <u>BY</u>	<u>TERM LENGTH</u> <u>(YEARS)</u>
National Mediation Board (NMB)	3	PRESIDENT	3
National Science Foundation (NSF)	24	PRESIDENT	6
National Transportation Safety Board (NTSB)	5	PRESIDENT	5
Navajo - Hopi Indian Relocation Commission	3	SECRETARY OF INTERIOR	AT SECRETARY'S PLEASURE
Nuclear Regulatory Commission (NRC)	5	PRESIDENT	5
Occupational Safety and Health Review Commission (OSHRC)	3	PRESIDENT	6
Office of Special Counsel (OSC)	0	NA	NA
Office of U.S. Trade Representative	0	NA	NA
Overseas Private Investment Corporation (OPIC)	15	PRESIDENT	3

<u>AGENCY</u>	<u>COMMISSIONERS</u> <u>1</u>	<u>APPOINTED</u> <u>BY</u>	<u>TERM LENGTH</u> <u>(YEARS)</u>
Peace Corps	0	NA	NA
Pennsylvania Avenue Development Corporation (PADC)	22	PRESIDENT - 8 (PRIVATE SECTOR) REMAINDER SPECIFIED IN LEGISLATION	6 YEARS FOR PRESIDENTIAL OTHER BY TERM OF THEIR POSITION
Pension Benefit Guaranty Corporation (PBGC)	3	CABINET SECRETARIES APPOINTED BY PRESIDENT	TERM OF POSITION
Postal Rate Commission (PRC)	5	PRESIDENT	6
Railroad Retirement Board (RRB)	3	PRESIDENT	5
Securities and Exchange Commission (SES)	5	PRESIDENT	5
Selective Service System (SSS)	0	NA	NA
Small Business Administration (SBA)	0	NA	NA
Smithsonian Institute	17	CONGRESS - 6 BOARD - 9 WITH APPROVAL OF CON- GRESS; VP; CHIEF JUSTICE	6

<u>AGENCY</u>	<u>COMMISSIONERS</u> <u>#</u>	<u>APPOINTED</u> <u>BY</u>	<u>TERM LENGTH</u> <u>(YEARS)</u>
Soldiers and Airmen Home	0	NA	NA
Susquehanna River Basin Commission	1	PRESIDENT	AT PRESIDENT'S PLEASURE
U.S. Holocaust Memorial Council	65	PRESIDENT - 55 CONGRESS - 10	5
U.S. Sentencing Commission	5	PRESIDENT	CHAIRMAN - 6 MEMBERS - 2, 4 OR 6

U.C. BERKELEY LIBRARIES



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