Disarmament Agency: It Is Off to a Slow Start

The new-born U.S. Arms Control and Disarmament Agency has shown no signs to date of being an especially vigorous infant.

Among those who helped the agency win congressional approval, there is understanding and sympathy for its slow start, but elements of annoyance and concern are also becoming evident. In the view of one White House aide, the agency would benefit from some strong prodding.

The establishment of the agency, at the end of September, was regarded by its backers in Congress and the Administration as a long-overdue step for bringing continuity and high-caliber personnel into U.S. disarmament efforts. It was pointed out during congressional hearings that U.S. disarmament negotiators had in the past been hurriedly assembled to meet their Soviet counterparts, and that they had frequently been hampered by inadequate staff preparation. The agency also came to be regarded as a means for giving disarmament institutional standing and a forum amidst almost unanimous calls for increased armament. And, at one extreme, the agency was foreseen as the friend, cultivator, and center of disarmament interests, much as various other government agencies seek to further particular interests.

In view of Soviet truculence and the Administration's desire to harmonize agencies dealing with foreign policy rather than throw them into competition, this last view was not a reasonable appraisal of the attainable roles open to the agency. Measured, however, in terms of what it has accomplished so far in simply setting up shop, the agency has little to show. Its officials stress that the conditions that have hampered them from the start will not change quickly, and that they do not foresee any swift burgeoning of the agency's size or influence. Its critics contend that it has been paying too much attention to its difficulties and too little to its opportunities.

The principal difficulties cited by the agency are money and the cumbersome security system imposed on it by Congress. In terms of the Defense budget, the amount involved is piddling, but the manner in which the budget has been treated supports the view that congressional suspicions of the agency are still lively, despite the overwhelming votes in both houses for the act establishing it.

The act provided for a $10 million budget, without any time limit on its expenditure. At the date of passage, the agency inherited about $1 million from the State Department's Disarmament Administration, which was its predecessor. An additional $4 million for the current fiscal year was requested, but in a House-Senate conference in the last days of the session, this was cut to $1 million. The agency thus went into operation with $2 million at its disposal. Its staff from the outset consisted of the approximately 80 persons in the Disarmament Administration. The fund limitation, however, curbed its intention to expand to about 250 persons. The stringent security system that it was required to follow placed restrictions on the speed that it could hope for in any expansion, no matter how small. Under the security standards, all applicants must undergo full field investigation. These generally take from 60 to 90 days, but it is not unusual for them to last as long as 6 months. The delay involved frequently discourages persons interested in joining the agency, while the fine-tooth approach toward loyalty and security tends to persuade those with less-than-orthodox views on disarmament that it would be fruitless for them to seek employment.

Interim Appointments

The agency, incidentally, is not permitted to make interim appointments pending completion of security investigations. Other agencies have found interim appointments to be an extremely useful device for getting new personnel to work while their background investigations are under way. Under the interim method, the agency director vouches for the employee's acceptability, but this course was denied to the Arms Control and Disarmament Agency.

Further restricting the agency in its recruiting is the old problem of government-versus-private salaries. Subsequent legislation provided the agency with 14 "supergrade" positions, with salaries ranging from $15,000 to $18,500 annually. Those qualified to make useful contributions in the enormously complex area of disarmament can almost always command more money from nongovernmental sources. At present, according to an agency official, applicants for seven supergrade positions are undergoing security clearance. None of the supergrade positions has yet been filled.

The bipartisanship emphasized by Kennedy in filling foreign policy posts which touch on domestic political sensitivities is reflected in his selection for the head of the agency. His choice was William C. Foster, a Republican businessman with a long record of distinguished service in various difficult government posts, who is immune to any attempt to read appeasement into his services in behalf of disarmament. The likelihood of such attempts ranked high in the Administration's thinking in framing the bill, and as a result the agency came into being heavily armored against potshots from the right. The concern being voiced among some of its supporters is that the armor is proving cumbersome and that it is carried at the cost of imagination and fresh ideas in the gloomy field of disarmament.

Staffing

The agency's officials point out that Foster, who is highly regarded as an administrator, believes in permitting his chief subordinates to pick their own staffs. Under the restrictions of money and security clearances, almost all of the newly created middle-level positions will therefore remain unfilled until Foster's immediate subordinates have taken office.

Paralleling recruitment as a concern is the place that the agency is making for itself in relation to the other agencies directly involved with disarmament. These are principally the State and Defense departments and the Atomic Energy Commission, all of which are bigger, older, and more deeply entrenched on the Washington scene. In testifying on the disarmament agency bill before the Senate Foreign Relations Committee last August, Henry Cabot Lodge, drawing on his own experience as a disarmament negotiator, warned of what would lie ahead for the director of the agency in dealing with other branches of the government.

"We may as well face the fact," he said, "that the man who occupies this post will have to step on a great many toes. There will always be sincere differences of view in the various agencies of Government on matters which are as far-reaching and which involve the most vital interests of the country.

"After the director has exhausted the procedure of trying to compose the differences between the departments them-

selves . . . he must go up to the President."

The right to appeal to the White House is explicitly written into the bill, but this does not alter the fact that to a very large extent the agency must make its way by its own efforts.

Agency personnel have noted that in various ways the major Executive departments find it hard to accept the new arrival as the focal point for the nation's disarmament efforts. The relationship in such matters is subtle, and the grounds for complaint are difficult to establish. But it is claimed that the State Department, for example, has been slow in getting accustomed to the fact that disarmament is now the responsibility of an agency independent of its control. Its predecessor, the Disarmament Administration, was a small, not very significant branch of the State Department. The new agency is housed in the State Department, in the same offices, and depends on the State Department for housekeeping services. In the act, however, it is given "primary responsibility within the Government for Arms Control and Disarmament matters."

Public Attention

Those who feel concern for the course it is taking believe that stepping on toes, as predicted by Lodge, is unavoidable if the agency is to fulfill its legislative mandate. They would also like to see the agency draw attention to itself as the governmental arm responsible for working toward disarmament. Other newly established agencies, such as the Peace Corps and Food for Peace, have carefully cultivated constituencies, and have found them valuable for getting their work done. At present, little is seen or heard of the agency, and in its relations with its elders in the Executive Branch, it appears to be quiet and courteous.

One source of this behavior is unquestionably a healthy regard for the money powers of Congress. By doling out only a pittance for the agency's establishment, the Appropriations Committee in effect served a warning that further support would depend on good behavior.

The difficulties attached to the agency's existence cannot be discounted. But among those who helped bring the agency into being, there is the feeling that these early days are crucial for its future, and that if it is going to fulfill its role it had better get moving.—D.S.G.

Announcements

The Department of Defense has adopted an **instruction policy on experimental animals** which requests that "laboratory animals be treated with due professional and ethical consideration," since ". . . the use of animals in research has proved to be a sensitive subject among various groups of the United States and foreign countries." The policy, released in September, states that all DOD-sponsored programs involving animals will be conducted according to the principles of the National Society for Medical Research; that laboratory staffs and facilities must provide "all necessary support services such as veterinary care and trained service personnel . . ."; and that material for release to the public "should, whenever feasible, contain full information relevant to humane procedures utilized and other evidence of excellent animal care." (National Society for Medical Research, 920 S. Michigan Ave., Chicago 5, Ill.)

Research scientists, including biologists, are invited to use the facilities of the **Inter-University High Altitude Laboratories** (Massachusetts Institute of Technology, University of Colorado, University of Denver) for research that would be facilitated by the locale. The laboratories have extensive year-round installations at Echo Lake (elevation 10,600 ft), and summer facilities at Mt. Evans, Colo. (elevation 14,150 ft). (Mario Iona, Physics Department, University of Denver, Denver 10)

A **national mineral collection**, reported to contain specimens representing approximately 30 percent of the world's known mineral types, has been established at Ottawa, Canada. The collection consists of a systematic reference series, to be maintained by the Geological Survey of Canada, and a display series located in the National Museum. (Department of Mines and Technical Surveys, Information Division, Ottawa)

A **solar reflector** to test materials for outer space vehicles has been developed by Goodyear Aircraft Corporation's Arizona division. The 8-foot parabolic dish is capable of creating and focusing an estimated 350 British Thermal Units (6000°) per square foot per second, and will be used on metals, ceramics, sublimation cooling coatings, and thermal plastics to determine their resistance to the heat they will encounter in space and during atmosphere re-entry. (Goodyear Information Bureau, Akron 16, Ohio)

Courses

A 16-session course in **photography for education and research in biological sciences** will begin on 17 January at the University of Illinois. Tuition: $30. (George McGregor, University of Illinois Department of Non-academic Personnel, 1853 W. Polk St., Chicago)

A doctoral program in **geology and related earth sciences** has been established by the University of Nevada's Mackay School of Mines. The Bureau of Mines and the Mining Analytical Laboratory, branches of the school, offer research facilities and opportunities for graduate employment as field and laboratory assistants. (Mackay School of Mines, University of Nevada, Reno)

Grants, Fellowships, and Awards

Twenty-five **agricultural research associateships** for 1962–63 are being offered by the U.S. Department of Agriculture and the National Academy of Sciences. Applicants having a doctoral degree may apply for work in biochemistry, entomology, genetics, microbiology, physical and microbiological chemistry, and physiology, virology, or mineral nutrition of plants. The stipend will be $8955. Deadline: *1 February 1962*.

Other research associateships are available at the National Bureau of Standards, the Naval Ordnance Laboratory, the Naval Research Laboratory, the Naval Weapons Laboratory, the Navy Electronics Laboratory, the Army Chemical Corps Biological Laboratories, and four technical centers of the Air Research and Development Command. (Fellowship Office, NAS, 2101 Constitution Ave., NW, Washington 25, D.C.)

Two Ogden Mills fellowships of $5000 for research in **anthropology** are available at the American Museum of Natural History. Preference will be given to candidates in their early