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FOR PUBLIC POLICY RESEARCH
1200 Seventeenth Street, N. W.
Washington, D. C. 20036
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A more powerful Congress, with increased capabilities and a greater willingness to assert its authority over the executive branch of the federal government, was foreseen today by a New York University expert on the legislative process.

Dr. Alfred de Grazia, political scientist and editor of the American Behavioral Scientist, portrays his vision of the potentialities of Congress on its 200th anniversary in 1989 in the final chapter of a new book on the organization of Congress.

He was the coordinator of a project involving ten other political and behavioral scientists who pooled their proposals for strengthening the Congress, especially in its dealings with the executive branch.

Monographs developed in the project were published today by the American Enterprise Institute for Public Policy Research in a book entitled: "Congress: The First Branch of Government." The Institute neither approves nor disapproves the findings of the authors.

Dr. de Grazia's projection suggests that Congress by 1989 could be restored to its originally-intended position if legislators were to begin adopting recommendations of the eleven authors.

The conception of a strong president, with Congress merely approving or overruling his administration of the country's affairs, disappears in the De Grazia model for the legislative branch.

"Congress should first re-establish its freedom of action with respect to the executive and judiciary. Then it must go forward in its primary role of focusing and exercising the multiform energies of the American Republic," Dr. de Grazia commented.

The cabinet would continue to owe its allegiance to the President. But cabinet members, as heads of the executive departments who have what must realistically be considered legislative authority, would each year formally pledge their allegiance to Congress as the source of this authority, Dr. de Grazia suggests.

Other top executive officials would join in the annual oath.

Cabinet members and other top-level officials in the executive departments and agencies of 1989 "no longer would consider themselves merely part of a unified army waging a struggle on behalf of a militaristic conception of the presidency," De Grazia commented yesterday. "They would be adapted in spirit and conduct to the idea of working cooperatively under the leadership of both the presidency and Congress."

In the next 25 years, according to the De Grazia projections, congressional operations would be assisted by computers. All necessary information would be at the fingertips of computer operators instantly available to each senator and congressman. No longer would he be dependent upon any executive agency for broad and important information about society and the government. His decision-making abilities would be sharpened and speeded up.

Contrary to present trend, Congress would acquire an even more constructive role in legislation relative to the executive branch.

A Plenary Council of Congress would have clear authority--and use it--to get co-operation and information from the executive branch.

The Congress would have Tribunes in each executive agency, under the De Grazia formula. These Tribunes would keep an eye on activities of the government departments. Frequently they would become devil's advocates to eliminate functions they believed might be outmoded, unnecessary or inefficient.

Dr. de Grazia said he believes these changes in the three-branch federal government could be achieved through a series of hard-fought legislative battles or possibly even constitutional alterations.

The 1989 government, as Dr. de Grazia envisions it, would include:

Sub-legislative Corps: This group would be made up of high-level executive-branch officials, including heads of departments, agency chiefs and other top officials who have legislative functions. With their rule-making authority, they frequently make as much "law" as legislators, Dr. de Grazia maintains. They would acquire the perspectives of legislators. They would acknowledge their responsibilities to the Congress, causing a psychological recasting of their role. The Corps would be designed to break down the feeling of sharp distinction between the acts of Congress and the quasi-legislative functions now performed in the executive departments or independent agencies.

Supreme Court of the Nation or Union: This court would consist of members of the present United States Supreme Court plus one representative each elected from and by the highest court of each state. The present Supreme

Court would remain in existence, but could refer issues affecting the nature of American federalism and decentralization to the Supreme Court of the Union by the vote of three Justices.

Civic Corps: The Corps would be a reservoir of citizens willing and competent to help government officials by serving on advisory committees or by helping the government in some other non-paid capacity. These citizens would receive public recognition for being members of the Corps, but no pay.

Center for Advisory Representative Councils: The center would be made up of all the councils, commissions, and formal advisory groups that in the past had been created by executive departments they served. Rather than acting as special pleaders within the executive, they would serve under rules laid down by the Congress, and also would assume the role of advisers to the Congress. Leaders of these groups would be regarded as part of a sub-legislative corps, also owing allegiance to the Congress.

Exemplary Legislation: Legislation would be passed by the Congress from time to time to assert the authority of Congress in cases where it has been eroded by the executive. When a federal agency failed to carry out an activity approved by the Congress, that activity might be re-introduced in a separate bill as "exemplary legislation" to assert the authority of Congress.

Congressional Tribunes: Groups of congressional representatives would strive to thwart expansion of the bureaucracy. They would be devil's advocates proposing that an agency's activities be curtailed, that some of its programs be eliminated or given new directions. They would express doubt and skepticism about the agency's operation, and give alternate views. The

Tribunes also would facilitate the flow of information from the executive agencies to the Congress and the general public.

Institute of Congressional Research: The Institute would be composed of four divisions:

1. A vastly enlarged and computerized Legislative Reference Service, which would have separate Republican and Democratic sections to serve members of each party.

2. A Congressional Sanctions Institute, which would conduct research in the entire area of sanctions that can be brought to bear by the government against an individual. The institute would investigate all of these penalties, pressures or punishments that agencies or individual officials might bring down on a citizen.

3. An Institute for Social and Behavioral Research, which would undertake research in public policy areas with a view to future legislation.

4. An Inventory of Freedoms and Restrictions Division, which would keep tabs on how each governmental or non-governmental action subtracts from or adds to the individual liberties of the citizens.

Central Security Office: The office would clear congressional personnel for whatever classified information they might require without having to depend on the executive branch for clearance or investigation.