

United States General Accounting Office

GAO

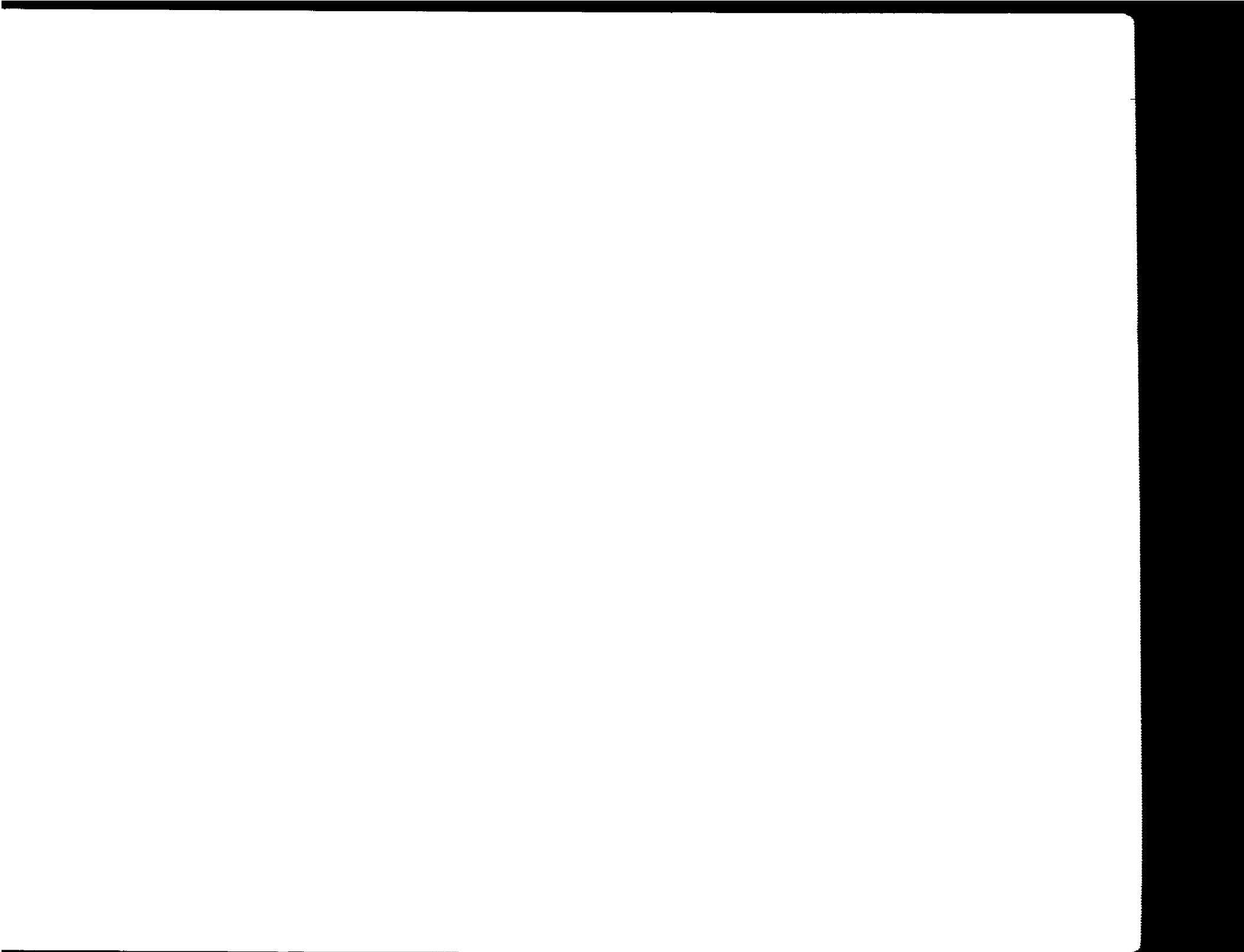
History Program

April 1990

# Audit and Legal Services, 1943-1983: A Women's Perspective

Interview With Margaret L. Macfarlane,  
Geraldine M. Rubar, and Stella B. Shea





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# Preface

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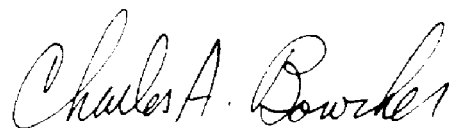
The General Accounting Office (GAO) was established by the Budget and Accounting Act of 1921. Since then, new legislation and modified policies have been adopted that enable GAO to meet the needs of the Congress as it comes to grips with increasingly complex governmental programs and activities.

GAO operates a History Program within its Office of Policy to ensure that the basis for policy decisions and other important events are systematically recorded for posterity. The program should benefit the Congress, future Comptrollers General, other present and future GAO officials, GAO's in-house training efforts, and scholars of public administration.

The primary source of historical data is the written record in official government files. A vital supplement contributing to a better understanding of past actions is the oral history component of the program. Key governmental officials who were in a position to make decisions and redirect GAO's efforts are being interviewed to record their observations and impressions. Modern techniques make it possible to record their statements on videotapes or audiotapes that can be distributed to a wider audience, supplemented by written transcripts.

Mrs. Margaret L. Macfarlane, Ms. Geraldine M. Rubar, and Mrs. Stella B. Shea served GAO in various capacities and assumed important roles, primarily in the Office of the General Counsel. On March 15, 1989, a present and a former GAO official (see p. v) interviewed these three women on videotape at GAO headquarters in Washington, D.C., to discuss their GAO activities, which extended from 1943 to 1983, and to provide also some insight into the role of women in government during those years. This document is a transcript of the videotape. Although a number of editorial changes have been made, GAO has tried to preserve the flavor of the spoken word.

Copies of the transcript are available to GAO officials and other interested parties.



Charles A. Bowsher  
Comptroller General  
of the United States

# Biographical Information



Margaret L. Macfarlane

Mrs. Margaret L. Macfarlane served in the Office of the General Counsel of the U.S. General Accounting Office (GAO) from 1945 to 1971. She received her law degree from the National University Law School in 1941 and passed the D.C. bar examination. Throughout her career in GAO, Mrs. Macfarlane was heavily involved in legislative research. She also participated in the General Counsel's recruiting and training programs for lawyers. From 1960 until her retirement in 1971, Mrs. Macfarlane was Chief of GAO's Legal Reference Services.



Geraldine M. Rubar

Ms. Geraldine M. Rubar served on GAO's staff from 1943 to 1947 and from 1948 to 1983. Her early years in GAO were spent in the Transportation Section of the Claims Division, which in 1948 became the Transportation Division. Ms. Rubar graduated from Columbia Law School in June 1953, having previously passed the bar examination in December 1952. In 1954, she joined GAO's Office of the General Counsel, assuming increasing responsibilities that led to a top assignment in 1973 to that office's newly created Special Studies and Analysis Group.



Stella B. Shea

Mrs. Stella B. Shea served GAO from 1948 until her retirement in 1980. Starting out as a typist, she progressed rapidly, becoming in 1950 the principal support staff person to Robert F. Keller as he assumed increasing responsibilities, including the position of General Counsel and finally that of Deputy Comptroller General. Mrs. Shea's exemplary GAO service brought her in touch with the many GAO organizational units and helped to provide a close and effective relationship between top GAO executives and the rest of GAO's staff.

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# Interviewers

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## Henry Eschwege

Henry Eschwege retired in March 1986 after almost 30 years of service in GAO under three Comptrollers General. He held increasing responsibilities in the former Civil Division and became the Director of GAO's Resources and Economic Development Division upon its creation in 1972. He remained the Director after the Division was renamed the Community and Economic Development Division. In 1982, he was appointed Assistant Comptroller General for Planning and Reporting.

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## Roger R. Trask

Roger R. Trask became Chief Historian of GAO in July 1987. After receiving his Ph.D. in History from the Pennsylvania State University, he taught between 1959 and 1980 at several colleges and universities, including Macalester College and the University of South Florida; at both of these institutions, he served as Chairman of the Department of History. He is the author or editor of numerous books and articles, mainly in the foreign policy and defense areas. He began his career in the federal government as Chief Historian of the U.S. Nuclear Regulatory Commission (1977-1978). In September 1980, he became the Deputy Historian in the Historical Office, Office of the Secretary of Defense, where he remained until his appointment in GAO.

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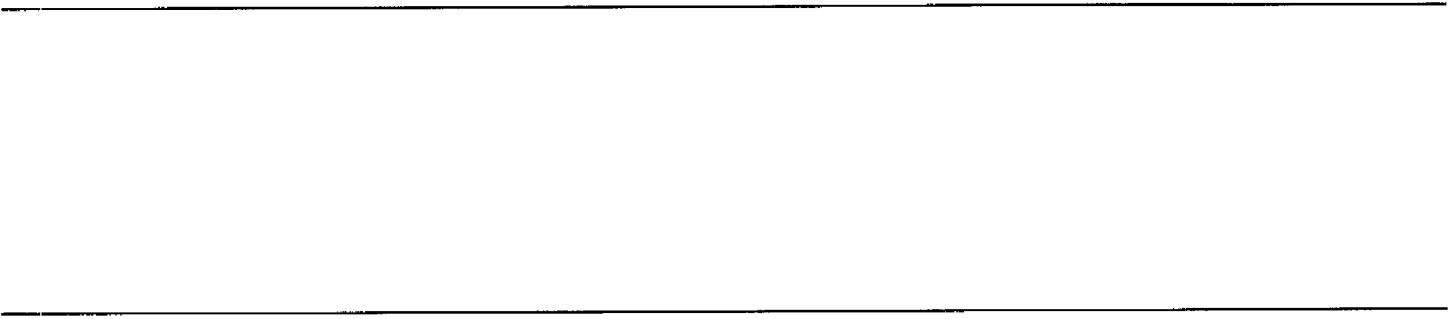
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**Abbreviations**

AEC	Atomic Energy Commission
AID	Agency for International Development
EPA	Environmental Protection Agency
FBI	Federal Bureau of Investigation
GAO	General Accounting Office
GGD	General Government Division
GPO	Government Printing Office
LSAT	Law School Admission Test
NASA	National Aeronautics and Space Administration
OCR	Office of Congressional Relations
OGC	Office of the General Counsel
RFC	Reconstruction Finance Corporation



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# Interview With Margaret Macfarlane, Geraldine Rubar, and Stella Shea, March 15, 1989

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## Introduction

Mr. Eschwege

Good morning and welcome to the General Accounting Office here in Washington, D.C., on this March 15, 1989, the Ides of March. We're very happy to have you three ladies with us this morning, all former GAO employees. I first want to introduce Mrs. Margaret Macfarlane. Next to her is Ms. Geraldine Rubar. And to my very right is Mrs. Stella Shea.

With me today is Dr. Roger Trask, who is the Chief Historian of the General Accounting Office. We're here to talk about the period in time that spans from about 1943 to 1983, when you collectively served in GAO, a 40-year period. The focus will be particularly on the Office of the General Counsel; on the activities in the Transportation Division when we did have it in GAO; and, in talking to Stella [Shea] on one of the great giants of GAO—Bob [Robert F.] Keller, who served so ably in GAO, first in the Office of the General Counsel [OGC], then headed up that office as General Counsel, and finally served as Deputy Comptroller General.

So, if we can start with you, Mrs. Mac, as we call Mrs. Macfarlane, you might just very briefly tell us where you were born, your education, and experience before you came to GAO in 1945.

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## Biographical Data

Mrs. Macfarlane

It's a pleasure to be here and a pleasure to participate in this program. I was born in 1916 in Beaver Dam, Wisconsin, and that's where I retired with my husband after my service in the General Accounting Office. It's a small town in the south-central part of Wisconsin between Madison and Milwaukee.

I graduated from high school in 1934, and at the invitation of my mother's brother, Eugene C. Miller, an investigator for GAO, I went to Washington to get a job. Although I had planned to go on to college, that wasn't possible in those days of the Depression.

When I arrived in Washington, my uncle took me to the Department of Agriculture. At that time, the Agricultural Adjustment Agency was in operation and it was hiring clerks. So I was hired as a clerk-typist at \$1,440 a year and went to work on June 21, 1934. They assigned me to the Milk Division because I came from Wisconsin and they were sure I

knew all about dairy farming. They soon learned that I didn't know much about it.

At the same time, I enrolled at night school in typing and shorthand at Strayer Business College. A year later, before the Agricultural Adjustment Act was declared unconstitutional, I had the opportunity to transfer to the National Archives as a junior clerk-stenographer at the same salary. I think I was the 37th employee hired at the Archives at that time. That was in September, I believe, and I enrolled at George Washington University at the same time, planning to take a law course.

At the Archives, I was fortunate, after a short time in a typing pool, to be assigned to the Office of Administrative Secretary. Thad Page of North Carolina was the chief. He had come from Senator [Josiah W.] Bailey's office and was responsible for the Archives' annual reports and its budget justifications. It was then that I think I got a touch of experience in legislation, which I happily got more involved in here at the General Accounting Office.

Occasionally, I substituted as a receptionist in the Archivist's office. The Archivist was Dr. R. D. W. Connor of North Carolina, a friend of President [Franklin D.] Roosevelt's and an eminent historian from the University of North Carolina. I mentioned the relationship with President Roosevelt because, as a young clerk, I was sent on several occasions to the corner store to get packages of Chesterfield cigarettes for Dr. Connor to take to the President. Just as Stella Shea had so many great opportunities to meet many important government officers in the legislative and executive branches during her years with Mr. Keller at GAO, I have memories of the early years at the Archives, where I had opportunities, but to a much lesser extent, to meet many congressional people as librarians and historians came to see the Archivist.

Dr. Connor was a particularly gracious host. He would always invite the women to sit in his chair, and they were always very happy to do so. During the 7 years at the Archives, I managed to pass some in-house requirements to get a professional "grade 1" rating. I was fortunate to work on many interesting record collections of World War I from the Shipping Board to Hoover's Russian relief efforts and the Maritime Commission.

Finally, in 1941, I received an LL.B. from the National University Law School, and having passed the D.C. bar exam, I wanted to get into a legal

field. I went to the Department of Justice for an interview with an assistant attorney general, who was one of my law professors. He said that I could be hired as a typist in a legal office. To me, that seemed like such a demotion from the professional status that I had earned. So I went back to the National Archives after the interview, appreciating my grade I job even more.

In September 1942, through a law school friend, I learned of a position at the Board of Economic Warfare, and I transferred there into sort of a paralegal position. From 1942 to 1945, I worked on interpretations of regulations in the Export Control Regulation Department. The highlight of this brief employment was that I met one of the officers, Archibald Macfarlane, who later, after service in China, returned to Washington, and we married in 1947.

During my law school days, I had the great good fortune to make friends with several attorneys—Blanche Margason Wilcox, Thomas W. Eastman, and Ernest H. Davies. I think it was Tom Eastman who told me that GAO was hiring attorneys in the Digest Section of the Office of the General Counsel. Tom Eastman introduced me to GAO's Wallace Prescott, who interviewed me, and on May 29, 1945, I was at last hired as an attorney on a transfer from the Board of Economic Warfare to GAO.

I might add that from 1934 until my retirement, I was fortunate in never having a break in government service, which meant something in those days.

Mr. Eschwege

Maybe now Gerry [Rubar] will want to fill us in on her background. I know you came to GAO twice, first in 1943 and after a break in service you came back in 1948.

Ms. Rubar

I was born in the country in northern New York in Lewis County, which has been considered to be the wildest county in the state in terms of the lack of cities; it had only very small towns. I went to college in Albany at the New York State College for Teachers, which is now the State University of New York at Albany. The college had a total student body of probably no more than 2,500 and maybe not that many in my day. Now, of course, it has 12,000 or so, and it's become a great research university.

I am very proud of the fact that it was not a teachers college but a college for teachers. The idea was that people would previously have gone

to a normal school—I had not—and then would come there after doing some teaching and would get a liberal arts or a science degree.

When I graduated in 1942, I came to Washington to stay with my sister, who was having a baby. The only job interviews I had were for jobs I didn't want. When I went back home, it was a case of if you get a job, you take it; it was August when I went home. My father said, "Stay home a year," but when you've worked 4 years in college so that you can earn your own living, you want to do that.

Anyway, I ended up taking a teaching job in a tiny hamlet. Actually, the school was a few miles outside of Albany, down in Columbia County, New York, which is north of New York City. We were 10 miles from the Massachusetts line. It was a rural school, and the war was on, of course; I really spent a miserable year. I was teaching American History and English to high school juniors and freshmen. I had a student in my junior English class who could write her own name and do it beautifully. She would put her name and her grade and the date up in the corner of the paper and then you would see all this lovely paper filled with writing.

When you came to look at it, it was nothing but m's and n's and t's above and below the line, but not one intelligible word except "the." She graduated a year later with a school diploma, and this was the kind of situation I faced. I had done my practice teaching in the Milne School in Albany, which was a private school attached to the college. I had students there with IQs from 60 up to 140, but even people with a 60 IQ could read and write.

When I talked with the principal of the rural school, his whole attitude was that they had to keep them in school and keep them happy so that they would get the state aid money, which they got on a per pupil basis. The principal said, "We have the best physical plant in New York state, and we want to keep it that way." So I decided that this had to end and that I was not going back there in spite of the principal's objections. In fact, he would come into my class and embarrass me in front of the children by trying to persuade me to stay.

My sister and brother-in-law were living in Washington and I decided to come here. I was admitted to night school to get a master's degree. I thought I would like to teach, but if I was going to teach at all, it had to be on a college level.

I applied for and was accepted to do substitute teaching in the District of Columbia school system. I came in August, and my sister's landlady, who was an old Washingtonian, said, "Why don't you go to one of those government offices and get a job? There's one over in Friendship Heights, just a few blocks away." She made the arrangements. The war was going on, and everyone was renting rooms, and someone's secretary rented a room in her house.

So she made an appointment for me to see this young woman's boss. I got dressed up in my suit and gloves and hat and went over for an interview. The young lady kept asking me, could I "taap?" I thought, "What kind of place have I come to?"

Finally, she spelled it for me, T-Y-P-E; she was from Texas. A man interviewed me. After I told him my background, he asked me what kind of a job I would like. I explained what I thought I could do. I said, "Well, maybe I could be a file clerk." What he said to me was, "A file clerk with your background?" He went on to say that they had blacks to do that kind of work.

I had been shaking in my interview up to this point. I got out of my chair and said, "I didn't come here to hear that kind of language. I'm leaving." So he said, "Oh, calm down, I didn't mean to say that; we can give you a wonderful job as a transportation specialist. You'll have a carpet on your floor. You'll have messengers bringing tariffs to you." To me, at that time, a "tariff" was an economic barrier between countries. I didn't quite understand this, but then he told me the salary was \$1,800 a year.

Since I had been teaching school for \$1,250, plus a \$75 cost-of-living allowance, that sounded very good. I must say that I had been a lawyer in GAO's General Counsel's office about 5 years before I ever got a carpet on my floor.

Anyway, that is how I came to work in GAO, and after the first day that I worked, I decided to quit. I had to come downtown to the old Pension Building to go through the orientation and then go back out to McLean Gardens, where the Transportation Division was. A woman came up to me after I'd been assigned a desk and said, "Freight or passenger?"

I really didn't know what to say, so I said "freight." I was handed a stack of vouchers with bills of lading attached to them and a red pencil and a green pencil. With the green pencil, I made a check by the voucher

number in the right corner, and with the red pencil, I checked the appropriation number or something else in the left corner and turned them over and did the next one, and that's what I did all afternoon.

So when I went home, I said to my sister, "This is not for me. I'm quitting. It's ridiculous." And she told my brother-in-law when he came home, and I explained it to him. He said, "You have to stay at least 2 weeks because it would look bad on your record. You can't quit the first day."

By the time the 2 weeks were up, I was in a training class to learn to be a freight rate examiner, and I stayed until they fired me in 1947.

Mr. Eschwege

We'll get to that firing in a little while, but now we come to Stella.

Mrs. Shea

I was born in Wilkes Barre, Pennsylvania. It wasn't a small town—85,000 population. It was a coal-mining town, and all our fathers worked in the coal mines. Our parents spoke little or no English, but they insisted that all the children go to school, and almost all of us graduated from high school; I graduated in 1937. Jobs were scarce, practically nonexistent.

I went to I don't know how many offices, stating that I would be an asset to them, but there were no openings. We see all these signs today saying "Help Wanted." In those days, all the windows had signs saying "No Help Wanted." Finally, my high school typing and shorthand teacher referred me to a gentleman who had an automobile finance company office. He hired me at \$1 a day, 5 days a week, from 7:30 to 6 o'clock.

During the war, I met a gentleman in this automobile finance company who had many friends at a commercial bank. When the boys went to the war, I was recommended to the President of the bank, and he hired me as his secretary. After several months, they needed someone to be a commercial teller, so they put me at the window, and I was there until after the war.

When the boys returned from the war, I was displaced as a teller. I left the bank at that time because Paul Shea had also returned from the war and we were married. We came to the District of Columbia so Paul could attend accounting school at night and work during the day. I went to the Civil Service Commission and applied for employment.



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Mr. Eschwege

Was Paul from Wilkes Barre, too?

Mrs. Shea

Yes. He graduated in 1935 with my brother Johnny, who became a judge. My mother did lots of campaigning to get my brother John elected judge. She spoke very little English, as I said earlier, but she went to all the neighbors and said, "Please vote for my John;" John was elected many, many times.

The woman at the Civil Service Commission said to me, "The General Accounting Office just up the street is hiring people; why don't you go there?" So I came to the General Accounting Office, being somewhat bewildered. I went to the personnel office, and Ms. Katherine Forbes interviewed me and hired me.

This was in December of 1948. She gave me a test, and she hired me and said, "You will have to take a Civil Service test, but we'll put you on the rolls." Mr. Lyle Fisher [Edwin L. Fisher, GAO's General Counsel] put me in the typing pool, where I stayed until November of 1950. One afternoon, Mr. Keller and Mr. Wertz came into Mr. Lyle Fisher's office.

I had no idea they were considering me for a position, but they went in to see Mr. Fisher, and Mr. Fisher came out and asked me to come into his office. I went in and Mr. Keller said, "We'd like you to work for us in the Office of the Assistants to the Comptroller General." I learned later that Mr. Ralph Casey, Associate General Counsel, had recommended me to Mr. Keller. I stayed with Mr. Keller from 1950 until 1980.

Mr. Eschwege

We'll get to that some more a little bit later. Mrs. Mac, very briefly, let's hear about the various positions you held up until the time you retired.

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## Positions Held in GAO

Mrs. Macfarlane

Well, from 1945 to 1947, I was in the Digest Section, located on the second floor of the Pension Building. There were attorneys, legal clerks, and clerical staff in our section. Mr. Robert Rumizen and John Martini were assigned to review the digest work. Mr. Wallace Prescott, of course, was our chief.

I had been in the section for only a very few weeks when Mr. Brewster, an attorney who was the editor of the annual decision volumes and whose service predated GAO left on a vacation. Mr. Prescott asked me to

get the material ready for the printing of the volume at GPO [Government Printing Office]. Mr. Brewster had developed the procedures, but there were no written instructions, so this assignment was really a learning experience, to say the least.

That decision volume was, I believe, number 25, and it did get printed. Mr. Brewster was unique and typical of some of the attorneys at that time. He was thoroughly versed in his work, never wanting to be given an opportunity for more difficult assignments or achieving decision-writing status. There were only two women in the Digest Section of the Office of the General Counsel at that time. One was Sophronia Lasica, an attorney who handled very competently the legal research inquiries.

Mrs. Lasica had taught legal research at Columbus Law School and was consulted on enlarging the Law Library for the General Counsel's office. She was a very personable lady with an infectious laugh, and she was very helpful to all the new employees. We didn't have such things as training or orientation courses at that time.

The other woman was Henrietta Campbell. She served for only a brief time. It was some years later that experienced attorneys in other sections of GAO and outside GAO were hired to come to the Office of the General Counsel.

From 1947 to 1954, under Comptroller General [Lindsay C.] Warren, who had Messrs. Frank Weitzel; William Ellis; and, shortly thereafter, Robert Keller as his assistants, GAO became involved in a much wider field of congressional matters. As a result, Blanche Margason Wilcox, whom I'd met in law school, was authorized to expand her unit. This was in 1947. After an interview with Mr. Weitzel and a release from Mr. Lyle Fisher, who was General Counsel, I was assigned to Blanche Margason's Legislative Unit. I think this occurred during the 80th Congress.

Blanche, like Wallace Prescott, was what might be called a perfectionist, and though exactness is not easy to learn by example, looking back on this experience, I really think that it was very invaluable. Blanche expanded her office by hiring attorneys and legal clerks; the clerks were law school graduates but not members of a bar.

One of the attorneys was Thela Henry, who was promoted from the Wartime Audit Division. Thela was from Missouri. I think that Thela and her husband Irby, both from Missouri and friends of the Trumans, were one of the first husband-and-wife teams to be admitted to the

Supreme Court together. Thela had a political background, so her promotion to the Legislative Unit was a real asset to us.

When I transferred back to the Digest Section in a supervisory capacity, Thela Henry became Chief of the Legislative Section, and she continued in that capacity until her retirement to Decorah, Iowa, to be near her daughter and family.

Another woman with legal ability who followed the route from the War-time Audit Group to the Legislative Unit was Sadye Jane Davis. I want to say something about her remarkable service.

While in the Legislative Unit, Sadye enrolled in George Washington University Law School and received her LL.B. and passed the D.C. bar exam. Sadye continued as Mrs. Henry's assistant until transferring to the Digest Section as my assistant. So we kind of rotated around for a good many years; it was a pleasant rotation.

Other women attorneys served ably in the Digest and Legislative Units, including Mildred Brown, Julia Prato, Madge Cosgrove, Blanche Ryder, Virginia Schumacher, and Mary Jane Little. While Schumacher, Little, and Ryder transferred to other agencies, the others continued in GAO until retirement, and their experience and continuity in the office made it a great learning experience; it was a pleasure to work with them.

I was in the Index and Digest Section from 1954 to 1960. In 1954, when many of the digest attorneys were being promoted to decision-writing status, the General Counsel, Mr. Lyle Fisher, asked me to head the Digest Section, which had from 15 to 20 legal people. I succeeded Jim Greenhouse and Hugh Robbins in that unit.

Mr. Fisher approved my recommendation that Kate Ramey Conway, who was in the Accounting and Bookkeeping Division, become my assistant. Kate was a graduate of George Washington Law School. She was then a widow, but her husband had, I believe, directed a field office for GAO during the war.

Kate and I supervised the section until her retirement, when Sadye Jane Davis succeeded her. There were many fine attorneys who came to our Digest Section, including John Higgins, Paul Shnitzer, James Masterson, and Seymour Efros, to name only a few.

Following Mr. Fisher's retirement, Mr. Robert F. Keller became the General Counsel. Mr. Keller expanded the attorney recruitment program, bringing in young attorneys from law schools, as well as getting experienced attorneys from the Claims and the Transportation Divisions, including such women as Rita Hornyak, Thelma Hendrixson Jones, and Thais Spencer.

Rita Hornyak was soon recognized for her legal research and writing skills by Assistant General Counsel Jed Welch. She was soon promoted to decision writing in the Procurement Section and at her retirement had the highest grade, I believe, of any of the woman attorneys before her service.

I remember that Gerry Rubar came to the office during Mr. Fisher's time as General Counsel. One day Mr. Fisher called me in and told me that Gerry, because of her expertise in the Transportation Division, would become a decision-writing attorney, unlike others who were transferred and had an orientation in the Digest Section. So she was the first attorney in that regard to come to the Office of the General Counsel.

Ms. Rubar

That was December 8, 1954.

Mr. Eschwege

What was the name of the section? It was renamed, wasn't it?

Mrs. Macfarlane

Well, the Digest Section stayed, but we had a separate Legislative Section and the Index and Files Section.

Mr. Eschwege

But you were in overall charge of them as Chief of the Legal Reference Services?

Mrs. Macfarlane

Not until Mr. Keller restructured the office in 1960.

Mr. Eschwege

You remained as chief until you retired in 1971.

Mrs. Macfarlane

Right.

Mr. Eschwege

They wrote a nice poem about you then, which I still have.

Mrs. Macfarlane

Mr. John Burns, I think, did that.

Mr. Eschwege

Well, I think that's very interesting. We're going to get back to you on some of the things that those units did.

Gerry, you were telling us before that you were working in the Transportation Division. If you could just for a moment tell us what happened in 1947 when you left GAO and didn't return here until September 1948.

Ms. Rubar

Well, as you knew, we had started the accelerated audit program along about 1944.

Mr. Eschwege

It was still a voucher audit though?

Ms. Rubar

Yes, a transportation voucher audit. What happened was that a month's accounts would come in. We had fallen a number of years behind in auditing because there was such a vast amount of transportation activity during the war.

In those days, the government was still entitled to land grant deductions from rates on certain railroads in certain parts of the country. The railroads had been given land grants in the 1860s, 1870s, and 1880s, along in there, so the United States, in order to get the railroads built to the West and to settle the West, gave the railroads alternate sections of land along their tracks. A section of land is a big piece of land. The railroads actually had recruiters in the European countries to recruit immigrants to come over here and settle on their land.

In return for the grants of land, the railroads initially agreed to carry the government's freight free. The railroad management, being very good businessmen, ultimately decided this was too much. They made a lot of money out of the land grants, but, of course, they had sold those lands by that time. Cities were built on them. So they lobbied and got a law through that the government traffic would be carried at 50 percent of the regular established rate.

In addition to finding the exact rate that applied between origin and destinations, we also had to figure out whether there was any land grant available; the rate would not necessarily be 50 percent because the shipment wouldn't move entirely over a land grant railroad. Part of it would be routed over non-land-grant railroads. Therefore, we had to learn how to apply the different applicable rates just the way the railroads apportioned them between themselves and then figure the land grant percentages and deduct them. And this was really very complex.

Mr. Eschwege

You could have used computers in those days.

Ms. Rubar

We could have, yes. We used calculators. But much of the traffic, of course, was moving cross-country; a great amount went for the war in the Pacific and therefore was going to the West Coast. When it was going to the East Coast, it probably came from the Midwest or from the Far West. Consequently, calculating and working out the rates was very time-consuming and very complex. We were falling behind in the audit, and the railroads were complaining bitterly.

So the accelerated audit program required that when the monthly accounts came in from the War Department, for example, or from the Navy, they were sorted by supervisory personnel, who actually screened them and looked at them and tried to decide which might have a substantial recovery of overcharges. What was under \$100 was automatically stamped. What looked all right to them was also automatically stamped as having been audited. That way thousands of vouchers in a particular account were reduced to probably a few hundred to be audited.

In the fall of 1946, the war had been over a year; since we were war service appointees, we were all pretty trepidatious and were thinking our jobs were going to end. In fact, some of my friends resigned and went back to their home states because they were sure they would be terminated.

Mr. Eschwege

You had a temporary appointment for the duration and 6 months?

Ms. Rubar

Yes. In the fall of 1946, after all this turmoil among people became known and morale was pretty low and, as I say, some people were leaving, there was circulated a memorandum from either the division director or the Comptroller General stating that we need not worry about our jobs because our salaries were budgeted and the money had been appropriated through the end of the fiscal year, which would be June 30, 1947.

Well, being naive and gullible, I guess, I believed that and so did a lot of other people. Then came New Year's Day of 1947. I think we were still working on New Year's Day then. On that day, pink slips were handed out too. I think it was like 1,200 people in the Claims Division, of whom I was 1, receiving notice that our jobs would end on February 8, 1947.

Then began a mad scramble looking for jobs. I remember going to the Army Security Agency and being offered a job in Saigon translating French. I didn't take it because I couldn't translate French that well. My

college French wasn't that good. Then I was hired in Montgomery County to teach sixth grade the following fall, but that was a long time off and I needed money. So I applied for a lot of other jobs, but I finally ended up working in the children's department of the D.C. public library in the Georgetown Branch. I was over here in the main library most of the time, and then I was out in Chevy Chase when the congressional investigation of our wartime accelerated audit resulted in people being asked to come back to work.

Mr. Eschwege

Because the allegation was that a lot of these vouchers were just stamped "audited" but really had not been audited?

Ms. Rubar

That's right. They had not been audited. A test reaudit was done in the spring and early summer of 1948. As a result of the test audit of maybe 3 months' accounts of the vouchers that had been stamped and sent to the files, an unbelievable amount of money was recovered in overcharges from the railroads.

Consequently, it was agreed between the Comptroller General and the subcommittee holding the hearings that he'd get experienced people back and that he would set up a reaudit program.

Gus Konker, a very dedicated gentleman who worked in the Transportation Section, had taught a lot of us how to do the land grant computations, and he taught me to bowl, too. We had a mixed bowling league in those days. He came down to the main library over here, specifically to the children's room where I was working, and told me what was happening and when people would be asked to come back. I knew when to take my vacation and when to be here so that I would be available when they called me.

I came back to GAO on September 9, 1948, and was assigned first to the Western Freight Section and later to the Reaudit Section.

Mr. Eschwege

So this was really a longer break than I thought. This was over a year.

Ms. Rubar

Oh, yes. From February 1947 until September 1948. However, I went to work in the public library in April 1947, so actually, under the rules, I only had a 2-month break in government service. What they did was move my [Civil Service] computation date from September 9 to November 9.

Mr. Eschwege

So working for the District library was federal employment too?

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Ms. Rubar

Yes. So then I decided that women actually could become lawyers. I always sort of had that in my head. I was going to be a writer too, but I had the idea of becoming a lawyer. But women didn't, and hardly anyone from my college went to law school. I think one woman went to law school. I decided that, yes, women could be lawyers. If I were to lose my job again, I needed something more than a bachelor of arts degree in order to get another job. I tried to get into Georgetown Law School. However, Georgetown was not taking women then.

So I went to Columbus Law School. I knew some people who had gone there who I thought were extremely competent. I don't know if you remember Bill Levenstein, Margaret. He had gone to Columbus Law School.

Mrs. Macfarlane

That's where Sophronia Lasica taught, too.

Ms. Rubar

Yes and Miriam Rooney, who later became Dean of Seton Hall Law School. I started in law school, and, thank God, in those days you, did not have to take the Law School Admission Test—the LSAT. All you had to have was \$30 a month tuition.

I went to law school, and I decided to go summers also so that I could get through faster. I went summers and winters for 2-1/2 years. We had inter-law-school debates, and I was on our debating team. I have to say this because I am not a great ardent fighting feminist, but—I'm sure, Margaret, you did too—I encountered a considerable amount of prejudice against women throughout my career. I was on a debating team, and we debated Georgetown, which had a priest on its team.

He belonged to the Order of Preachers and had, therefore, been accustomed to public speaking, having preached for a good many years. Everyone believed that we had beaten them, and while the judges, who were practicing lawyers, retired to make their decision, the Georgetown team members all came over and congratulated me and my two colleagues.

Mr. Eschwege

Your team had three women?

Ms. Rubar

No, the other two were men. I should mention that the one judge who was serving as chief judge never even looked at me all the time I was speaking during the debate. He kept his head bent and his eyes on his desk and never asked me a question. The other two judges questioned me. Well, they came back to give their decision. Georgetown won.



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All the schools in the competition had an attorney, who was their liaison with the bar association that sponsored the debates. Our liaison went to see each of the three judges and found that the one who acted as chief judge had held out not to vote for our team and that the other judges had finally given in. He would not agree to give us the win because there was a woman on the team.

Mr. Eschwege

We're going to get into the status of women a little bit more later when Roger takes over. Did you transfer to the Office of the General Counsel right after you became a lawyer?

Ms. Rubar

No. The job I had then in the Transportation Division's Special Reports Section was a sort of paralegal position; we prepared submissions for Comptroller General decisions. I took the bar examination in December 1952, and I passed. I graduated from law school in June 1953. It was December 1954 when I came to the Office of the General Counsel.

Mr. Eschwege

So you took the bar exam before you even graduated?

Ms. Rubar

Yes. I had finished all my courses, by going through summer school and I had finished my law school exams in December. The reason I went to the General Counsel's office was that they desperately needed a transportation attorney. Mr. Massey was the Assistant General Counsel in charge of Transportation. He was just a lovely, tall, white-haired, handsome, courtly Virginian. He said to me, "I've even interviewed lawyers that came in off the street, men, but they didn't have any experience." He came right out and said, "If I could find a man, I wouldn't be offering you the job." I was the first decision-writing woman attorney and some of the men weren't happy about it.

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## Robert F. Keller's Service to GAO

Mr. Eschwege

Stella, you got us up to the point where you started working for Bob Keller in November 1950.

I did want to say a few words about the late Bob Keller. It's unfortunate that we couldn't get him on camera. He had a very interesting beginning in GAO as well. In 1935, he started with a division called the Reconciliation and Clearance Division as a law clerk. He transferred to the Claims

Division in 1937 and became a principal claims reviewer. He had a break in service because he went to the war, serving in the U.S. Navy from 1942 to 1945. After the war, he came back to GAO and served as legislative attorney from 1946 to 1950. And then, after you joined him, Stella, he was an Assistant to the Comptroller General, and then in 1953, he became the Principal Assistant to the Comptroller General. He thought enough of you to have you come along with him, and I would say that if he were alive, he would say you're the one that pushed him up there.

Mrs. Shea

Each time Mr. Keller was appointed to a new position, he graciously requested that I accompany him. Yes. Then he became General Counsel in 1958. And then he became Assistant Comptroller General. The title was later changed to "Deputy Comptroller General."

Mr. Eschwege

The Assistant Comptroller General was by statute the one person right next to the Comptroller General. There was provision for only one Assistant Comptroller General in the legislation at the time, and later on, Mr. Staats prevailed upon the Congress to change that, to call this person the Deputy Comptroller General. Other positions were provided in the following years to have a number of Assistant Comptrollers General.

You stayed with Bob Keller until February 1980. Of course, Bob had some difficult years when his health deteriorated.

Mrs. Shea

Well, he really didn't have difficulty. It happened all of a sudden. He had difficulty walking.

Mr. Eschwege

The difficulty was the handicap that he developed as a result of the operation.

Mrs. Shea

Yes, but until the surgery Mr. Keller's health was fine. There was an aneurysm. That must have been an inherited condition, because his brother died of an aneurysm also.

Mr. Eschwege

Unfortunately, he lost both his legs. I remember visiting him in the hospital, and I couldn't help noticing that either he was putting up a terrific act or he really just mentally adjusted to it extremely well.

Mrs. Shea

Yes, it was not an act. He really did accept that. Mr. Keller had much love and support from Mrs. Keller, his daughters, and other members of his family and friends. Mr. Staats and all the GAO family also were very

good to Mr. Keller. He had great strength of character and did not complain. He continued to direct his energies to the fulfillment of his obligations.

Mr. Eschwege

Well certainly, we who worked for him and with him didn't notice any difference after a while. He was as sharp mentally as ever. And he was mobile in his chair; he got around, and it was just delightful. I'll have to say again that Stella was the one that really made it a pleasant office to come to, also.

Mrs. Shea

It was a pleasure to work for Mr. Keller. He was always nice and everyone who came to his office was nice. Everyone was always welcome. Even when he was so very busy, if people wanted to see him, he would ask that they wait and he would see them, regardless of how busy he was. As Mr. Kane said at Mr. Keller's memorial, "Mr. Keller was just a real gentleman." He never said anything unkind about anyone. He was very special.

Mr. Eschwege

I guess he worked for five Comptrollers General [Messrs. McCarl, Brown, Warren, Campbell, and Staats].

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## The Early Years in GAO Under Lindsay Warren (1940-1954)

Dr. Trask

All of you came to GAO when Lindsay Warren was Comptroller General, so we want to talk about the Warren years. He remained as Comptroller General, as you remember, until 1954.

The first question I want to ask each of you is what your impressions were of GAO. How was GAO perceived by the Congress, by the executive branch, by the general public, and indeed by GAO employees? Some things that I've read and some people that we've talked to have suggested that perhaps in these years, GAO didn't have the best image in some circles. What are your reactions to that?

Mrs. Macfarlane

Mr. Warren, because of his long congressional experience, brought new respect for the Office. It seemed to me that it was then that we were changing from the perception of wearing green eyeshades and hovering over tall desks to a more cooperative relationship with the agencies. I

think Mr. Warren did start the first accounting group and brought them together. So, in that respect, many initiatives were taken under Mr. Warren. He made our little Legislative Digest Unit a real exciting place to work in because he was so congressionally oriented.

Ms. Rubar

I saw Mr. Warren only once, when he came out to our office. We were warned that he was coming and ordered to stay sitting at our desks looking busy. You see, we were out in McLean Gardens in a temporary building. The Second District Police Headquarters is now located there.

We were completely isolated from the headquarters where Mr. Warren was. He and the lawyers of the Office of the General Counsel were in the Pension Building. We really didn't think much at all about the rest of the Office, being by ourselves in the Claims Division.

My only comment would be that the people I knew who worked in other agencies and especially older people, friends of my sister and brother-in-law who had been here in the government for a few years, took a very dim view of GAO. They had the same green eyeshade attitude toward us that Margaret spoke of. So I wasn't really that much aware of things changing because I wasn't near the headquarters as Margaret and Stella were.

Mrs. Shea

I was always impressed with Mr. Warren, but that was about the time that I started to work for Mr. Keller; in the 1950s, Mr. Keller, Mr. Weitzel, and Mr. Wertz would go in to see him. They would go to Mr. Warren's office, or Mr. Warren would come to see either Mr. Weitzel or Mr. Keller. He was very informal and very easy to be with. He would put his legs up on somebody's desk and just sit there and talk to them. They seemed to be doing a lot of work while talking.

I was very much impressed with Mr. Warren. There was a legislative office at that time, if I remember correctly, there was Dorothy Fegan and Blanche Margason [Wilcox].

He would go in to see them frequently and talk about legislation, and they had good rapport. As a matter of fact, I know they thought very, very highly of Mr. Warren. I was new and was impressed.

Dr. Trask

You may recall that on a number of occasions in the 1930s and even into the late 1940s, when Mr. Warren was Comptroller General, there were threats to GAO's continued existence. Various proposals were made for reorganization and possibly doing away with GAO. A lot of this related to

the fact that there was some feeling that GAO was performing executive functions. Did you, as employees of GAO during that period, feel this? Was this a real concern? Were you aware of these possible threats?

Mrs. Shea

Well, Mr. Carl Berger had a radio program at that time, and there was comment made right after I started that it looked like GAO was going to be abolished. That was mentioned many times, but it didn't happen.

Ms. Rubar

That was one of the reasons that we had the tremendous reduction-in-force. At least, this was what we understood to be the reason at the time or shortly thereafter. Agencies did not like being criticized by us, of course, and GAO had criticized, I think, the Reconstruction Finance Corporation (RFC). RFC was supposed to have ended its existence, and we criticized the number of employees still on board and the fact that RFC still existed.

We were told by our section chief, who had to fire us, that one reason for the reduction-in-force was that RFC was going to come out with some terrible criticism of GAO for having so many people on its staff. There were about 14,000 of us then, and Mr. Warren was going to get rid of us before the criticism could be made.

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## Women and Minorities

Dr. Trask

There have been some comments made already about the role of women in what was essentially a male environment or a male-dominated environment. Can you give any other examples of how much of a problem you perceived this to be?

Ms. Rubar

Actually, women got into the transportation work in the Claims Division because the men were going off to war. GAO had previously hired men who had worked in railroad rate bureaus and, therefore, had the transportation experience. So GAO began moving its women secretaries and women clerks into those jobs and training them. They set up a freight rate class and a passenger rating class and promoted from within. When they didn't have any more available women to put into it, they began hiring from the outside. I was probably in the second class of people to be hired from the outside.

And, of course, the men weren't used to working with women except when the women were in a subservient capacity, and they found it a little bit difficult, I think.

Dr. Trask

What about minorities during this period—blacks and other minorities?

Mrs. Macfarlane

Well, I guess, in that respect, I had the first blacks at the Office of the General Counsel. Later on, of course, we had a very fine woman attorney. But coming back to Mr. Warren and his congressional relations, he was very much interested in the Congressional Record. He insisted on it being on his desk when he came to the office in the morning. If the Record wasn't ready, we would hear Mr. Weitzel striding down the corner to our little unit to get the Record. Needless to say, we didn't want this to happen, because he was really interested in seeing it the first thing every morning.

Getting the digests and the Record to Mr. Weitzel and to Mr. Keller and later to the legislative attorneys continued to be the goal of this little Legislative Unit under Mrs. Blanche Margason Wilcox and me. We used to come to work at 7 a.m. to get it done. Many times, we'd go down to the Government Printing Office and pick up the Congressional Record so that they could have their marked copy on time.

Thela Henry even came to the office one morning wearing her kitchen apron from home—she was in such a hurry to get there. Mr. Weitzel and Mr. Keller at that time urged the attorneys and the division chiefs to be aware of the things that were going on on the Hill. As a result, the distribution of the Congressional Record at that time was a major product of our little unit.

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## Duties of Legislative Attorneys

Dr. Trask

Let me raise a question directed to you, Stella, about the role of legislative attorneys, particularly the roles that Bob Keller played in these years as Assistant and later on Principal Assistant to the Comptroller General. What were your impressions of his major functions?

Mrs. Shea

Well, the requests would come in through Mrs. Macfarlane's office for the reports on bills. Each attorney was assigned a committee. They would comment on the bills, but at that time, there weren't as many

requests as there are today. Mr. Johnson would handle one request. Mr. Wertz would handle another, and Mr. McKinley would handle another. They got out quickly. It was an important part of the office's work. Mr. [Charles Edward] Eckert and Mr. [Owen] Kane became part of the staff. Blanche Margason Wilcox worked on the private relief bills.

Dr. Trask

I think the latest calculation is around 80 percent of our resources are devoted to congressional requests, and that provides a basis for comparison. But what about Mr. Keller's duties at that time?

Mrs. Shea

He had many duties. He was involved with Mr. Weitzel when I first started to work for him. Of course, Mr. Weitzel was the head of the Office of the Assistants to the Comptroller General, and Mr. Keller was his assistant. There were three or four others that worked in the office at that time. Everyone was involved in writing reports on bills, preparing statements for hearings, or writing speeches.

Dr. Trask

Specifically what kind of other things did Mr. Keller do?

Mrs. Shea

Well, in addition to working on comments on the bills, he handled the requests from the newspaper people—Drew Pearson and Raymond Moley. I'm sure you folks don't remember Raymond Moley.

Mr. Moley, Mr. Pearson, and Mr. Keller had a most wonderful relationship. I remember that many times when a report would have to go out, we would stay late to get it done and Mr. Keller would drive somebody over to Drew Pearson's house to deliver the report. We didn't have press releases as such at that time, but when something had to get out, no matter the hour, it got out. If Mrs. Macfarlane didn't help us, somebody else was called in, Mr. Kane or Mr. Eckert.

Mr. Eschwege

Did he do testifying, too, in those days?

Mrs. Shea

Yes. He did much testifying. I kept thinking about his testifying and speech writing while I was listening to Mrs. Macfarlane retell about Mr. Warren. We were in the Pension Building at that time. This building that we are in now, the new GAO Building, was in the process of being built. We finally moved in here, and then they had the laying of the cornerstone. President Truman came, and Mr. Weitzel and Mr. Keller worked on Mr. Warren's speech for the laying of the cornerstone; they worked on that long and hard. They'd prepare something and submit it to Mr. Warren. And Mr. Warren would look it over and send it back to them for

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changes, and then they'd work some more. This continued until Mr. Warren was satisfied that the quality of the speech was equal to the important occasion of laying the cornerstone.

Mrs. Macfarlane

With the speeches in it.

Mrs. Shea

Yes. And then also I was thinking about Mr. Sidney Shalit of the Saturday Evening Post. He wrote articles on the General Accounting Office in many, many issues. At that time, there was no press office, and either Mr. Weitzel or Mr. Keller or Mrs. Macfarlane would provide the money—it was probably a quarter, which was a lot of money in those days—for a copy of the Saturday Evening Post. We would go to the unit downstairs, the little store, and buy a copy of the Saturday Evening Post and take it in to Mr. Warren so he could read what Mr. Shalit had written. Mr. Warren got the magazine, but it was bought by either Mr. Weitzel or Mr. Keller or Mrs. Macfarlane and not by the General Accounting Office.

Mrs. Macfarlane

As a matter of fact, when Mr. Warren retired, I think Mr. Weitzel and Mr. Keller both said that Mr. Warren was his own best publicity agent.

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## Impact of Legislative and Other Changes

Mr. Eschwege

Well, let's get away from that area a little bit. Mr. Warren was here, of course, when the Government Corporation Control Act of 1945 was passed. Some people, at least, have seen that as a sort of a turning point for GAO. Gerry, you and Mrs. Mac may not agree with this. They've said that until about that time, this organization was run by lawyers. In 1945, first with the enactment of the Government Corporation Control Act, where GAO started to hire accountants to do audits of financial statements of government corporations, and then with Mr. Warren's introduction of what he called the comprehensive audit concept, GAO began to be run by accountants. This concept essentially suggested or required that GAO audit not only corporations but other agencies of the government and do the kind of audits and perhaps more than what it did with the corporations under the 1945 act.

Is it really true that the lawyers at least felt that maybe their clout was slipping a little bit when all these other professionals came in?



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Ms. Rubar

I don't think I ever felt that way. I wasn't aware of any of my colleagues feeling that way. What we felt was that the Office was improving; the general viewpoint on GAO in the government was improving; and that would be to our benefit, as well as to that of professionals other than lawyers. I was never aware of any feeling that we were losing anything when Bob Keller was General Counsel and later when Paul Dembling took over. The same was true when Mr. Fisher was here, but then, of course, he retired. I don't think that anyone needed to worry that the necessary clout would be lost with them as the General Counsels. They could handle and protect our interests moving into the new GAO Building to the extent they needed to be.

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## Moving Into the New GAO Building

Mr. Eschwege

You mentioned the new GAO Building, which was about finished in 1951 after a pause during World War II, when nothing was done.

Ms. Rubar

In World War II, this entire area except for the church and a few little houses was a hole in the ground. They had made the excavations before the war began and then they had to stop.

Mr. Eschwege

But the headquarters was in the Pension Building; was that where you were, Mrs. Mac?

Mrs. Macfarlane

Yes, we were in the Pension Building on the second floor.

Mr. Eschwege

Right near the Comptroller General?

Mrs. Macfarlane

Yes, we were on the other side of the stairwell, the south side of the building.

I have a little story about the new building, because I thought it was sort of interesting. Of course, we owed the new building to Mr. [Frank] Yates [Assistant Comptroller General], because he saw the need for it, did the justification, and attended the hearings. I remember how, as Gerry has said, we'd look at the hole from the second floor in the old Pension Building. It was important that we move to the new building before it was completed, because we were afraid another agency would get the building. More agencies were clamoring for space in the government.

As I remember it, we in the Legislative Digest Unit moved at night or over a weekend. It seems to me that we worked all night getting the materials from the old building to the third floor where the cafeteria is now. On Monday, the staff came to work. We had taken two rotary fans, which we were not supposed to do, to the new building, because it, we were told, was air-conditioned. My people came to work there, I guess at 8 o'clock that Monday morning, and it was about 90 degrees; it was February.

It was cold outside and very, very warm in the building. Of course, the heat and the air-conditioning weren't regulated for some years, I guess, after that. But we moved to the third floor at the same time the Comptroller General's office moved to the seventh floor. It was so warm that morning, so we got out the fans that I'd retrieved, and still I was complaining because it was almost impossible for the people to work.

Mr. Yates came down to see what the situation was like, and he said, "Just a minute, I'll send you down some fans." He had taken his over to the new building.

So we remember that first day, and, of course, we used the stairwell from the third floor to the seventh floor for a good long period of time until the rest of the floors were completed.

Dr. Trask

Were GAO employees happy to move to the new building? I ask that question because just the other day, I was reading a 1951 issue of The Watchdog and there was a column from one of the divisions. The author was complaining rather bitterly about the building, that it was sterile. He didn't like the fluorescent lighting and things of that sort and was very nostalgic about the Pension Building. Was this a general view?

Mrs. Macfarlane

Well, I believe Mr. Warren didn't like moving over to the new building.

Mr. Eschwege

Wasn't one of the problems that the building was designed to house the voucher audit activities, where they would have lots of people in this big, vast area to do that? Yet, after the war, as I just mentioned, we got this new legislation to get into other areas and other activities, which no longer made that building very conducive to what we were trying to do. Some people called that vast open area, I believe, the "warehouse." Now, Gerry, you moved into this building too?

Ms. Rubar

We moved in May 1950 to the fifth floor, which was only half completed. We moved into the completed half; I think we had escalators

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coming up to the fifth floor by that time. I'm not sure whether the elevators worked. I know we did a lot of walking on the stairs, and we were happy to come down from McLean Gardens. Of course, when we were in McLean Gardens, I could, if I wanted to, walk to work, because I lived in that general area, but it was more fun coming downtown. I think we liked the idea of being part of the whole agency, which we had not felt we were before.

Dr. Trask

So the building did perform the function of bringing GAO together and making it more of an integrated organization?

Ms. Rubar

Yes, our area in the Transportation Division did not have interior walls; so the building worked for us as it had been designed to work. The only interior walls were the offices of the Director of the Division and so on along the perimeter, but the vast interior space was separated by filing cabinets into sections.

Mrs. Shea

They didn't have the modulars. They had one great big room.

Ms. Rubar

Oh, that's right. And then you had the bookcases with the tariffs in them as separators and dividers between sections.

Dr. Trask

I think one of the ideas when the building was designed was that they needed a lot of space for storage or placement of records. But if you have read the annual reports for the 1940s, you may remember that Mr. Warren took great pleasure every year in reporting how many tons of records and paper had been gotten rid of. I think that by 1950 or so, that was no longer a problem, but they had not planned on these changes that no longer required extensive space for storing of records.

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## The Campbell Era (1954-1965)

Let's move on now and take a look at the Campbell era. Mr. Warren resigned in 1954 and Mr. Campbell came on at the end of 1954 and served until the end of July 1965. One of the important changes that took place during the early Campbell era was a new emphasis on recruiting and particularly training of personnel.

There was a special emphasis on bringing in accountants, many at the beginning levels and some, like Mr. Eschwege here, in more senior or more experienced positions.

What was the impact of this new recruiting and training effort, particularly emphasizing accountants, on the stature of the Office of the General Counsel and the Claims and Transportation Divisions? What were your responses to that at the time this was taking place?

Mrs. Macfarlane

I think that just so far as we were concerned, it was a change in style. Mr. Campbell was a professional, and he sort of urged the Office of the General Counsel to be more professional than we were. Conferences with shirt sleeves were no longer the rule of the day, and the attorneys spruced up. I remember even then Mr. Hoagland [Chief, Transportation Division] didn't like to have to wear a coat to conferences. I think he was the only chief I knew who protested the rule for more professionalism.

Ms. Rubar

Mr. Hoagland was a very large man, tall and heavy. He must have had really high blood pressure, because his face was always so red and he kept an oxygen machine in his office. He wrote innumerable memorandums to the Comptroller General about the air-conditioning, and he brought in tanks of oxygen from home so that he could give himself oxygen whenever he felt the air was too bad.

Mr. Eschwege

Well, did the dress code for the ladies change too?

Ms. Rubar

In those days, the cra of wearing pants had not come and so we wore dresses or suits—

Mrs. Shea

—and hats and gloves.

Dr. Trask

I think there was still some recruiting of attorneys during this period. Mrs. Macfarlane, did you play any role in that?

Mrs. Macfarlane

Oh, yes. Mr. Keller had started the recruitment of young attorneys out of law schools. They were assigned to our Legal Reference Section. We had attorney-training programs. That was one of the real interesting assignments I had in those days, because we had hired so many fine young men who continued to stay in GAO and fill out their careers there.

Mrs. Shea

And are still there.

Dr. Trask

Were the attorneys who were recruited in those years still mainly men or were there some women?

Mrs. Macfarlane

We had, of course, women that we promoted from the Claims Division, so we had a good number of women in all the sections.

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Dr. Trask But were women being brought in from the outside in this recruitment?

Ms. Rubar Leslie Wilcox was one of the few women attorneys brought in from the outside in those days. For a number of years after I came to the Office of the General Counsel, I was the only decision-writing woman attorney until Rita Hornyak and Thelma Jones came. Later, Thais Spencer came from the Transportation Division. But Leslie Wilcox was the first woman hired from the outside. She is no longer here, I understand. She went to the Office of Government Ethics. She had been a GAO ethics person for a while with Henry Barclay.

Mrs. Macfarlane Another very well-known woman was Toni Friedman.

Ms. Rubar She worked in the Legislative Reference Services while she was going to law school. Then she went up on the Hill with Senator [Ernest] Gruening of Alaska.

Mrs. Macfarlane Right.

Ms. Rubar When Senator Gruening was not going to run again, Toni came back to GAO and was assigned to the decision-writing staff in the civilian personnel area.

Mrs. Macfarlane While we're speaking of women, during Mr. Keller's time as General Counsel, he took the lead in getting a black woman attorney on our staff. Her name was Janie Harris. She was hired from Yale University and, I believe, the Tennessee Law School. Because of her ability, she spent only a short time in my section, the Digest Section, and then was almost immediately assigned to the military-decision-drafting area. One of my special rewards from serving in the Digest Section was learning of Janie Harris's progress. After a very short time, she opted for motherhood and left GAO. After her boys were of school age, Janie served as a trust officer in several important South Carolina banks. She is now a successful career woman.

This Christmas, when I heard from her, she said she had a chance to get a much better position, so I'm hoping to hear of her progress farther up the ladder.



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Dr. Trask

It was established 2 or 3 years ago by Mr. Bowsher. I found this interesting from the historical point of view. Mr. Bowsher asked for a study of the old Office of Investigations, its organization, and its problems in the process of trying to decide whether to establish this new Office of Special Investigations.

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The Role of Top GAO  
Assistants

We mentioned Frank Weitzel a minute ago. I'd like to discuss Weitzel's role during this period when Campbell was Comptroller General. Weitzel was, of course, the number-two person [Assistant Comptroller General] in the agency for much of this period, but his role seemed to change. Can any of you comment on that or respond to it?

Mr. Eschwege

I guess we all know that Mr. Campbell did not fully utilize the services of Mr. Weitzel. I realize that there were innuendoes and rumors and so forth, and we don't want you to repeat something that you don't know for a fact. On the other hand, you must have noticed that there was more of a distancing between Mr. Campbell and Mr. Weitzel for whatever reason.

Ms. Rubar

You know, it may have been partly because Mr. Weitzel had already been appointed Assistant Comptroller General at the time that Mr. Campbell came aboard as Comptroller General. It is very possible that Mr. Campbell would have liked to have a part in the selection of his Deputy, which of course, he did not have. I remember Mr. Keller telling me once that he had drafted the legislation very carefully that provided for the Deputy Comptroller General's term to coincide with that of the Comptroller General. Also, the method of appointment was to be revised so that the Comptroller General would have an opportunity to participate in the selection of his Deputy.

Mr. Eschwege

And that's the way it was enacted. Again, only from your knowledge, I gather that Mr. Campbell heavily leaned on Mr. Keller then, am I right? And he utilized him extensively in some functions that one would think normally Mr. Weitzel would have handled.

Ms. Rubar

Mr. Weitzel handled all of our transportation decisions, and he signed all of them. Mr. Campbell did not look at them. So he apparently turned the transportation area over entirely to Mr. Weitzel, and I think he handled the overseas branches also.

Mrs. Shea

Yes, those were under his jurisdiction.

- Dr. Trask                      What about Mr. Keller's role during this period? You've already indicated that he was very close to Campbell as Assistant and then as General Counsel. Could you expand on this in terms of the kinds of things he did?
- Mrs. Shea                      They just had a wonderful relationship, and they worked together closely. I don't know how to expand on it other than to say that it was a mutually rewarding, as well as a smoothly running, productive relationship.
- Mrs. Macfarlane              That's my recollection too. Because of the close relationship that Mr. Keller had with Mr. Campbell and the reliance that Mr. Campbell placed on him, the staff in our Office of the General Counsel had a very important role during that period of time.
- Mrs. Shea                      He just called on Mr. Keller for everything. Of course, I wasn't in on the policy. I did the typing and the telephone answering.
- Mr. Eschwege                 Well you had a different perspective though. You got to know a lot of people because a lot of people wanted to go in and see Bob Keller.
- Mrs. Shea                      And he always did see them. But he and Mr. Campbell really did have a special relationship. There's no question about that. Their partnership would accomplish one objective and moved directly to another without a pause. It was a pleasure to observe.
- Mr. Eschwege                 Was it mostly in the office or was it also social?
- Mrs. Shea                      Oh, it was in the office. I do not know that it was social.
- Dr. Trask                      Did Mr. Campbell rely on the General Counsel's office more than Mr. Warren or utilize it in any different ways? Were there any changes in this period?
- Mrs. Macfarlane              We were fortunate to have Mr. Campbell appoint Mr. Keller as General Counsel, and in that way, he helped the General Counsel's office. Mr. Keller was hiring new attorneys, and the office was broadening its scope in every way.



## Congressional Relations

Dr. Trask

Okay. Let's move on to something else. Another kind of crisis in GAO's history developed with the Holifield hearings in 1965, relating primarily to GAO's audits of defense contracts. Was there very much OGC involvement in that, such as the preparation for the hearings or responding to some of the problems existing at the time?

Ms. Rubar

I don't recall much because it would have been procurement attorneys who would have been involved, not the transportation attorneys. Of course, we were very well aware that Mr. Campbell was testifying. I'm sure, Henry, you remember better than I do about this. But I remember that the reports in those days used to name names of [persons responsible for activities being questioned]. I remember having to work for some reason with a report on an audit of a Westinghouse contract with the Department of Defense. I remember that the appendix included the names of the officials in the Department who had been involved in this procurement and the names of the officials at Westinghouse. The report recommended that disciplinary action be taken against these people. I think a considerable sum of money— an overpayment or an excess payment on the contract—was identified.

Mr. Eschwege

These were usually GAO recommendations for voluntary refunds.

Ms. Rubar

Yes. I don't know why I was involved. There must have been some transportation aspect of it, but I remember that was Westinghouse, and I know that we did name names in those days. I think that Mr. Weitzel, who took over testifying in the Holifield hearings, agreed not to name names after that.

Mr. Eschwege

Yes. This was in the summer of 1965, and then Mr. Campbell resigned for ill health.

Dr. Trask

I have one other question relating to the Campbell era, and this particularly is directed to you, Mrs. Mac, about increasing legal reference and indexing services. Was there an acceleration of those services compared with the Warren period?

Mrs. Macfarlane

Yes, of course, because Mr. Keller and Mr. Campbell wanted all the divisions to be aware of what was happening on the Hill. While Mr. Warren had started it, it greatly increased under Mr. Keller and Mr. Campbell.

## The Staats Era

- Mr. Eschwege We're getting into the Staats era now. We were talking earlier about the relationship between Frank Weitzel and Mr. Campbell. Now, Mr. Staats comes aboard, and I suspect the relationship changed. Did you notice the change? Did Mr. Weitzel get closer to the Comptroller General's office than he was before?
- Mrs. Shea That's true.
- Mr. Eschwege Would you say he was functioning more like a Deputy to the Comptroller General at that point?
- Mrs. Shea Yes.
- Mr. Eschwege We've already talked about the fact that in 1969, Bob Keller took over the position of Assistant Comptroller General and then the position was renamed Deputy Comptroller General.
- He didn't get that appointment, which had to go through the Senate confirmation proceedings, very quickly and easily and without any problem. It was to Bob Keller's credit that he came from the inside of GAO and, therefore, was not a political type of person, and it was therefore perhaps more difficult to get that nomination.
- Mrs. Shea I think there were others that were interested in the job, and they were political.
- Mr. Eschwege That's right. Do you know or do you want to tell us who the others were?
- Mrs. Shea I have no direct knowledge who the others may have been. There was somebody else and that somebody else had more clout. Mr. Staats wanted Mr. Keller, and he worked real hard to get him.
- Mr. Eschwege Right. And Mr. Staats had a lot of good friends up on the Hill. And while he, too, was not considered to be very political, he knew his way around up there.
- Mrs. Shea Yes, and he also wanted an attorney who knew the General Accounting Office.

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Mr. Eschwege Right. And it had sort of become almost a tradition with Weitzel and maybe with one other—

Mrs. Shea Mr. Yates.

Mr. Eschwege —so it was pushed very hard. I think I had heard that there may have been one other particular factor that caused a little problem, and that was a decision that GAO had rendered on the Philadelphia Plan. Do you remember that one? It turned out we were proven right later on in court, but at the time, politically, it was not well-received because as General Counsel Mr. Keller had ruled that in a particular contract, the spelling out of how many minorities you had to hire [quota] under that federal contract was not in accordance with the law. Is that pretty much your understanding?

Ms. Rubar It was an affirmative action plan. You know, it's so difficult in an affirmative action to find that something is not a quota. If you're going to try to get X number of minorities into the organization or working on the contract, it is very difficult to determine that this is not a quota. If I remember rightly, we held that their plan was a quota. The Department of Justice disagreed with us, and, I think, ultimately, the court said that we were right.

Mr. Eschwege Yes, it took several years and, of course, there was a lot of opposition, not so much on legal ground, but just the idea that GAO ruled against it. I guess internally there was concern also about coming out with a decision like that, but I guess our people felt that legally we could rule no other way.

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Reorganizing GAO in 1972 Bob Keller was appointed by Mr. Staats to chair a committee, the Organization and Planning Committee. As best as I can determine, the purpose of that committee was to recommend to Mr. Staats how GAO might be reorganized, especially the accounting divisions, to make them more effective and to put the organization on a more functional line or approach to auditing. We didn't know much about this. It had to do with the 1972 reorganization, but there was also already some reorganization in 1971.

Mrs. Shea Mr. Staats and Mr. Keller worked on that very closely and alone. I may have done a lot of typing, but I wasn't in on any of that.

Mr. Eschwege I see. It was a well-guarded secret for a long time.

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Mrs. Shea Yes. But everybody in the Office talked about it.

Mr. Eschwege Yes. Except the principal secretaries and executive secretaries like Stella Shea, who were very loyal to their bosses and never did talk about it.

Mrs. Shea The proper performance of a secretary requires that official secrets remain so.

Mr. Eschwege It's true that Bob Keller did come up with a plan together with his committee, and while I guess Mr. Staats bought most of it, he did not accept one proposal, and that would have meant to appoint a general manager to kind of run all of the GAO divisions. So they compromised on that. Especially since I and a few of my colleagues were the beneficiaries of this reorganization, we felt it was a very good move. To this day, while we have a somewhat different organization now, I think still we see the roots of what we have today in that plan that Bob Keller and his committee developed.

Mrs. Shea So it was a good plan?

Mr. Eschwege Yes, and it was a plan that was needed in order to get us into the latter half of the 20th century and to have GAO keep up with all the different programs and activities that we were charged to audit.

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**Staff Development Efforts** We've already talked a little bit, as far as lawyers are concerned, about efforts to bring more minorities and women onto the GAO professional staff. You may remember this, Gerry. Although, I think, you were gone from the Transportation Division by then, we had some discrimination suits in the Transportation Division.

Ms. Rubar Yes, I knew about them because they were being handled by a lawyer in our section, Rob Evers, who is no longer in GAO. He used to talk to me about them and consult me occasionally because I knew some of the people that were involved.

Mr. Eschwege There was the famous Otha Miller case.

Ms. Rubar Yes. And I remember who Otha Miller was. I think he went to the University of Southern Illinois. Everybody knew Otha Miller.

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Mr. Eschwege

Yes, and the case was settled finally. You might say that he made his point, and he felt that he had won to the extent that he was compensated for not being able to advance by reason of being a minority, especially since he had a college degree.

The next thing that involved you very much, Gerry, was that Paul Dembling came in and established a different kind of relationship between the General Counsel and the audit people. I was to benefit from that, too, eventually. Would you like to talk about that briefly?

Ms. Rubar

Well, I think Mr. Dembling probably came in 1969 or 1970 after Mr. Keller moved up.

Mr. Eschwege

Yes, 1969. He did this in about 1973.

Ms. Rubar

In his early years, the average age of the attorney personnel was getting higher and higher, and people were retiring in vast numbers each year. So his first couple of years were taken up with overcoming the loss of large numbers of experienced attorneys and setting up a recruiting program. He chose attorneys from every one of his legal groups and sent us out to recruit. I did it for a couple of years, once with Leslie Wilcox and then with one of the men attorneys. We went to Illinois and recruited in Chicago and at the University of Illinois in Champaign-Urbana, and then, here in Washington, I recruited at Catholic University, at Georgetown, and at George Washington University. We had all these teams, and people recruited on the West Coast, and we recruited at Columbia. Each year, we brought in new, young attorneys just out of law school. And we recruited from only the top 10 percent of the classes.

Then he also established an orientation arrangement, and so the first couple of years were taken up with that. In January of 1973, Richard Pierson was hired. He had worked in GAO in procurement back in the 1960s and had then gone to NASA [National Aeronautics and Space Administration] and worked for Paul Dembling. Then he was assigned to the Procurement Commission. Pierson came back to GAO, and Dembling put him in charge of a tiny group of attorneys, of whom I was one; he supposedly borrowed attorneys from the different sections in OGC and later assigned us permanently to him.

We were given the task of working with the operating divisions and providing legal help for them in as timely a fashion as possible and as informally as possible. The reason for this was that until then, when in the course of an evaluation of an agency program the auditors encountered

a legal problem, they had to write a formal memorandum signed by the division director addressed to the General Counsel.

Then it was set up as a case, and, ultimately, it was assigned to an attorney, and there it took its place with the attorney's overall work load. Depending upon the work load, it could be quite a while before the attorney was able to attend to that. After doing the research and writing a response, it had to go through the formal review process and ultimately be signed by the General Counsel. That could take a long, long time.

Mr. Eschwege

Would you care to guess how long it could take?

Ms. Rubar

Oh, I know it could take over a year anytime. And whether the law was applied correctly in the report or not, the report had long gone by the time the response came. This was really a very bad situation, because here we were in the Office of the General Counsel busily writing decisions to every agency of the government and to private parties, and we weren't giving any service at all to our own people. They needed lawyers just as badly as anybody else did.

So this unit set up a very informal program whereby evaluators would call on us. We had assigned responsibilities—I always had your division, Henry. There was a time when I also had GGD [General Government Division], as well as some other responsibilities. They would call me and say, "Look, you know, we're working in the Agriculture Department, we're working at EPA [Environmental Protection Agency], or wherever, and we think we have a problem with enabling legislation. Can we talk about it?" So I and an attorney working with me that I could assign it to would go meet with the staff. We'd talk with them and find out what to do.

We would proceed to do the work, and when we reached a conclusion, we'd agree upon whether it had to be put in writing or whether they could accept an informal answer. If it had to be put in writing, we were able to move it very fast through our little section and get it approved.

When Mr. Dembling was here, we could get it approved very quickly by him if we were right. Our work received tremendous and valuable support from the audit divisions.

Mr. Eschwege

We have this arrangement still to this day with some modification where each division has its organizational counterpart in the Office of the General Counsel. Your group was called the Special Studies and Analysis Group, right?

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Ms. Rubar

Right. I was just going to say that I am very proud of the fact that it is now a universal function in OGC. I used to say to Mr. Dembling that we really needed two Deputy General Counsels: one to be in charge of the decision writing and one to be in charge of the helping audit divisions.

We were always up there asking him for more help. In fact, at one time, he made me promise that I would turn down work that I couldn't handle.

But we felt that the work we were doing with the audit divisions was very important. I find now that OGC has been reorganized and that at last audit divisions are assigned to all the OGC groups—it took 10 years.

Mr. Eschwege

Let me just ask you one more question. Were there any efforts—I'm looking at Stella, but everybody else can comment—to enhance the role of the support staff? We call them professional support staff: the technical, the secretarial, and all those kinds of people. If there was such an effort, was it in the early years or later years and under whom? Was their stature enhanced in terms of providing more training or maybe increasing their grades a little bit to better cope with the increasing complexity of the work in GAO?

Mrs. Shea

I don't remember that there was an awful lot of training or higher grades for the support staff when we were in the Office of the General Counsel. I think Mr. Dembling started that.

Ms. Rubar

Oh, yes. Mr. Dembling really tried and made courses available for either in-house training for secretarial staff and support staff or courses outside the agency that GAO would pay for.

Mr. Eschwege

Well, I think that was part of Mr. Staats's program too.

Ms. Rubar

That may well have been.

Mrs. Shea

It was part of Mrs. Macfarlane's program too. She trained her folks a lot.

Mr. Eschwege

Mr. Staats did also provide generally for GAO people to take courses. You will recall the Upward Mobility Program that he initiated.

The program was meant for secretarial people in general and minorities, of course, to try to get those people at least identified who had some college education but who needed more credits. He would encourage them to go to school and get degrees, and then eventually integrate them into the professional staff.

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Ms. Rubar

Yes, two of our secretaries from Special Studies got into the Upward Mobility Program: Carol Woodward, who is no longer with GAO, I think, and Maryellen Heagy.

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## Evolution of Relations With the Congress, Agencies, and Media

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### Congressional Contacts

Dr. Trask

Let's talk now about GAO's relationships with the Congress and its staff, the executive branch, and the media. The Comptrollers General whom you have worked for include Warren; Campbell; Staats; and, in the case of Gerry, Bowsher. There have been some changes certainly in the congressional relationships, but there's been a lot of change also in terms of media relationships.

I wonder if any of you could comment on that. First of all, could you comment on congressional relationships and especially what the Office of the General Counsel might have contributed to them in terms of work on reports and hearings, legal decisions, staff assignments, and things of that sort?

Mrs. Macfarlane

Well, one of the nice experiences I had was preparing material for Mr. Weitzel and for Mr. Keller for testimony at hearings during Mr. Warren's term and then later on. Both Mr. Weitzel and Mr. Keller would return from the Hill and tell us in our clerical section what had happened on the Hill. I think that this was unique and certainly wouldn't be possible these days. We always felt a part of the things that were going on; that included the messengers that would help glue the testimony into a notebook.

And I remember that when they did come back, Mr. Weitzel and Mr. Keller said that they'd never been asked a question that they hadn't prepared for in advance and for which there wasn't well-documented information. On one occasion, when Mr. Warren had departed from his written statement, he ad-libbed a little bit, and so when Mr. Weitzel and Mr. Keller returned, they said to us, "Will you please see if you can find this in our legislative history going back to when Mr. Warren was a



member of the Congress?" We searched diligently, and, yes, we did find it, to everyone's relief.

But it shows what work we did at the time to be sure that Mr. Weitzel and Mr. Keller had all the necessary papers. I guess Stella will vouch for this.

Mrs. Shea

Yes, we prepared briefing books, just as they did for Mr. Staats.

Dr. Trask

Did ogc work on the briefing books a lot?

Ms. Rubar

Oh, yes. When I was in the transportation attorneys group, we occasionally would prepare testimony for someone to give before a congressional committee. Usually, we would draft the testimony for Mr. Weitzel. We would draft the testimony on a particular transportation topic because we knew more about transportation than he did.

And several times, I went up to testify with Mr. [Edwin] Cimokowski. I can't remember going up with someone else, except possibly with Mr. Weitzel. And then, after I got into the Special Studies and Analysis Group, we did a good deal of preparing briefing books for testimony that the Comptroller General, Mr. Staats, would be giving, and one of the attorneys went occasionally with him.

We worked a great deal on lobbying legislation with Mr. Keller when GAO was supporting a bill to regulate lobbying the Congress by lawyers and other people. We worked on that for a number of years with Mr. Keller, and I know that Mr. Staats would come and discuss the testimony with him. But Mr. Keller carried the full responsibility for it. In ogc, I and attorneys who were working for me had the responsibility to prepare the testimony.

I remember one very competent young lawyer, Mike Burns. He handled the lobbying for me, and the bill did not go through. We were so sure it would, and it did not go through. Shortly after that, Mike Burns left GAO. I remember Mr. Keller saying to me, "I think that had something to do with it." And then Ken Mead handled it the next year, and again we felt we were pretty close, but we did not make it. I think we sort of dropped it.

Of course, GAO did an audit of the Federal Bureau of Investigation [FBI], the domestic intelligence operation. Not until after Mr. [J. Edgar] Hoover passed on to his reward did the General Government Division conduct

an audit. It was the first audit ever of FBI operations, and we handled the legal parts of it in our section. We testified with Mr. Staats, and I remember Father [Robert] Drinan from Boston College, who was a Congressman then, a competent one; he did his homework. When you got to the counsel table and when the questioning began, you could tell the people there who didn't know too much of what was in the GAO report.

But Father Drinan would have gone through that report with a fine-tooth comb and made notes and would be asking questions. He really gave me a hard time, trying to get me to say as a lawyer that the black bag jobs the FBI had done—where it had actually illegally entered houses and apartments and planted bugs—constituted felonies of breaking and entering and that they were burglaries. I ended up giving my old law school definition, which took me off the hook.

But there were several times when Mr. Staats would cut him off when he had been asking me the same question over and over and over in different ways to try to get the answer that he wanted. Mr. Staats was great at that because they had such respect for him. He would say, "I think that Ms. Rubar has given you the answer." They stopped asking the questions because their respect for him was just very palpable.

Mr. Eschwege

Gerry, was this testimony involving an audit report or was this a separate matter dealing with a bill?

Ms. Rubar

This was an audit report. Dick Fogel was the audit manager.

Dr. Trask

As part of Mr. Campbell's reorganization in 1956, the Office of Legislative Liaison was established, marking the first time there had been a formal operation of that kind. Later on, this became of course the Office of Congressional Relations [OCR]. Did that affect your work in any way, or did it have any impact on the way that the Office of the General Counsel operated in terms of legislative matters?

Ms. Rubar

Procedurally, it had an effect on our work. At least it did on mine and my colleagues' in the sense that we now had an extra group of people to deal with. When we had to prepare comments on bills, we always had to keep the Office of Legislative Liaison informed of the status of our work on a particular bill. If it was a really lengthy, complex transportation bill, a good deal of time would be taken in waiting for reports from the operating division. I think that every 10 days, we had to provide status reports to the Office of Legislative Liaison.

So, to that extent, yes, it put an extra layer of people to be notified and dealt with. If we went up to testify, the Office of Legislative Liaison made the arrangements with the committees and usually accompanied us.

Mr. Eschwege

This office, which later became OCR, was at least at some point in time put under Bob Keller.

Mrs. Shea

Yes, it was. He was in charge.

Mr. Eschwege

If I remember correctly, they met only once a week for the longest time, and later on, I think that they met two times a week, but they were always huddling in Bob Keller's office before they went to the big OCR meeting. There were some very interesting people that were in this office.

Ms. Rubar

It was in the Office of the General Counsel while Mr. Keller was General Counsel. And when he became Assistant Comptroller General, it went with him.

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## Contact With Executive Agencies

Dr. Trask

What about contacts with executive agencies, not only from the OGC point of view, but in more general terms? Were there any particular services that OGC provided in relationships with the executive agencies?

Ms. Rubar

Margaret, you must have had many contacts.

Mrs. Macfarlane

Well, not really, because after the legal reference services were restructured, I was mostly engaged in administrative work. We lost our personal touch with Mr. Keller after the liaison group was formed because, as Gerry said, there was then another layer there. So we were mostly engaged just in administrative work. It wasn't as interesting as work done when we were actually producing something for Mr. Keller, Mr. Weitzel, Mr. Kane, or Mr. Eckert.

Mr. Eschwege

Didn't the executive branch sometimes write in to GAO for formal and informal decisions and opinions?

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Ms. Rubar

Yes. While I was a transportation attorney, I worked for Ed Cimokowski. He did a great deal of work on the telephone with executive agencies. They would call him and ask him transportation questions, and he could give the answers based on his own knowledge. Sometimes, questions would require a little research, and he'd assign them to someone.

In the later years, while I was still in transportation, a fair number of telephone calls came to me and I would be able to give guidance on the telephone. I remember people calling me a great deal from AID [Agency for International Development] and from the Peace Corps with transportation questions. They were basic legal questions, so it didn't take much effort to answer them.

Of course, as you say, there were requests for decisions coming in all the time. The famous decision, which I'm sure Mr. Staats or Mr. Dembling would have told you about, was rendered when Vice President Agnew resigned. He wanted continued Secret Service protection around his house after he was off the payroll. We said, "Stop it or we'll cut off the Treasury money." We did get a good many of those. I remember one case in particular because it also demonstrated the good relationship Mr. Staats had with Mr. Weitzel.

The case involved a contract back in the 1960s for transporting petroleum, oil, and lubricants to the Distant Early Warning Stations in Alaska and along the Arctic. Of course, as you know, the Yukon River is frozen all winter long.

Well, the Air Force had to get all this material to these stations in the summer when the ice was out on the Yukon River. We had Senator Gruening—and at one point, the other Senator from Alaska joined him—questioning us about the Air Force procurement of the transportation services for the 1966 season.

The Air Force sole-sourced with Utana Barge Lines, which was owned by the Alaska Railroad, which in turn was owned by the United States then. The traffic had been shared in earlier seasons between those organizations and a trucking company and its subsidiary barge line, Inland Waterways.

So, in 1966, the Air Force gave all the business to Alaska Railroad and Utana and other firms protested and, as I say, the Senator did too. Transportation normally is performed on a bill of lading, and they did issue bills of lading for this, but the Air Force contracted for the entire

season's procurement with the railroad and its barge line. We had to look into this, and we came up with a very lengthy decision. I was looking at it the other night, and it was really long, about 12 single-spaced pages.

We concluded that we couldn't cancel the procurement because they had to move the stuff, and it was June 1966, I think, when we issued this decision. We criticized the Air Force strongly, however, for not adhering to proper procedures and regulations. The private companies were really upset, and they called Mr. Staats. So he called a meeting. Mr. Staats, now, had been in GAO for only about 2 months or, at the most, 3. So he called us to come up and talk about it, and he had Mr. Weitzel there.

Mr. Weitzel had signed the decision. When we all sat around the table, Mr. Staats said, "Give me just a few minutes to skim this over and refresh my memory," and he did. Then he turned and looked at Mr. Weitzel, and he said, "Frank, I agree with everything you said here. You were absolutely right in signing this, and I approved it at the time. Now, where do we go from here?"

It was just so nice to see him turn to Mr. Weitzel and treat him as he deserved to be.

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## Dealing With the Media

Dr. Trask

I have just one other question in this area having to do with GAO's relationships with the media and particularly media coverage of GAO activities. It wasn't really until Mr. Staats came that there was an Information Officer. Roland Sawyer was the first one brought in. Did OIG get involved at all in media relationships or in responding to media inquiries or inquiries for information?

Mrs. Shea

Mr. Keller answered many questions from newspaper people. Mr. Keller talked to Mr. John Cramer many times. There was Jerry Klutz. Of course, these were newspaper columnists writing about government. He also talked with Charles Stevenson, Gene Methuise, and Ken Gilmore of the Reader's Digest. Articles about GAO appeared in this magazine. Mr. Keller also answered questions asked by Shirley Scheibla and Robert Bleiberg of Barron's. He spoke also to Jack Anderson and Clark Mollenhoff; they wrote many articles about GAO. Richard Andmon of the

Saint Louis Post Dispatch called Mr. Keller when he needed a fast answer. He was in touch with The New York Times, The Wall Street Journal, Business Week, and others. As a dedicated government executive, Mr. Keller always responded promptly to these inquiries. We did not have a formal press office then.

- Dr. Trask So the function was being carried out but not on the kind of formal basis that existed when Mr. Staats established this special office?
- Mrs. Shea I don't think Mr. Campbell cared for too much contact with the press.
- Mr. Eschwege Or the executive agencies, I would say. Is that a fair statement?
- Ms. Rubar Well, he really couldn't avoid contact with them because they had the right to ask us for decisions on particular matters.
- Mr. Eschwege Well, I understand, but he didn't favor contacts other than for such official business.
- Ms. Rubar Yes.
- Mr. Eschwege You know what happened under Mr. Staats and what happens today. We have been meeting these people; the relationship is not always necessarily an adverse one. But we meet to find out what their philosophy is and to get them to understand how we go about doing our audit. So we invite them over for lunch or something like that. I'm not sure that ever happened under Mr. Campbell.
- Ms. Rubar No, I don't imagine so.
- Dr. Trask Of course, today media relationships are really big business in GAO, and if you read the papers every day, there are one or two or three stories about GAO; so it's a very busy area.
- Mrs. Macfarlane You never used to hear of GAO out in my part of the country, and now it's frequent, every day.
- Mrs. Shea You read about GAO in The New York Times and The Wall Street Journal almost every day.

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## Services Provided by Legislative Reference Units

- Mr. Eschwege: Well, just a little bit more about the Index and Digest Section and the Legal Reference Section that we talked about earlier, Mrs. Mac. We had these published and unpublished decisions. Did they come under your jurisdiction to compile and reproduce?
- Mrs. Macfarlane: Yes.
- Mr. Eschwege: Would you explain, for our general information, the difference between a published and an unpublished decision?
- Mrs. Macfarlane: Well, I guess that was decided before it came to our Legislative or Index and Digest Section. We did have some guidelines, but the distinction was mainly a personal decision by the person who was in charge of the office. We always made our decisions available to anybody that would come in, even in Mr. Fisher's time. The media had open access to our decisions and the reporters would come in every week to go over the decisions. So there wasn't any holding back.
- Mr. Eschwege: The published and the unpublished decisions?
- Mrs. Macfarlane: Yes.
- Ms. Rubar: Margaret, when you decided to publish a decision, didn't you do so generally because you thought it had broader application than the particular example that formed the basis for the question?
- Mrs. Macfarlane: Yes. It was impossible, of course, to publish all the decisions, even in the days when they were handled by the Comptroller of the Treasury, so there had to be selectivity. Many times, the attorneys would say that certain decisions were worthy of publication or Mr. Keller or Mr. Weitzel would note on the drafts that they should be published. So it was sort of a cooperative effort.
- Mr. Eschwege: Also, maybe you were not officially so designated, but on the basis of some of your writings in The GAO Review, which was GAO's quarterly publication, I would say that you, Mrs. Mac, were sort of a GAO historian yourself in terms of analyzing some of our basic legislation and keeping

us informed of major hearings and new legislation that was coming up. Did that take a lot of your time?

Mrs. Macfarlane

Oh, yes.

Mr. Eschwege

Did you do that mostly yourself, or did you have people helping you with that?

Mrs. Macfarlane

Well, I had a wonderful staff, and, yes, I had people helping me to do that sort of thing.

Mr. Eschwege

You wrote an article that I read myself entitled "The Day That President Wilson Vetoed the Budget and Accounting Bill." The issue there was the selection and removal of the Comptroller General. I learned something there too. There was Congressman [James] Good, who had a proposal that the Comptroller General be appointed by the Supreme Court and that rather than having the Congress remove the Comptroller General either through impeachment or a joint resolution, the Supreme Court also be the group to remove the Comptroller General for cause. Of course, that bill didn't go through. But I found that to be a very interesting article.

Dr. Trask

I want to ask a question about the legislative histories because they seem to me to be a very unique and extremely valuable collection, probably not duplicated anywhere else in the government, as far as I know.

Ms. Rubar

I remember Mr. Dembling's saying that there was nothing anywhere else in the government like the legislative histories that we had compiled.

Dr. Trask

They cover not just legislation relating to GAO. A lot of agencies do legislative histories of legislation relating to their own business, but this is all legislation that involves major government functions.

Mrs. Macfarlane

We even have them for private bills. We started compiling the legislative histories, and we tried to repackage them and put them into better shape.

Dr. Trask

I think it may still be a well-kept secret that we have all these legislative histories. I don't know that there's too much outside use of these, but I know a good many historians who, if they knew about the collection, would probably flock in here to use them.

Ms. Rubar

They were invaluable to the lawyers in doing our work.



- Mrs. Macfarlane Many times when our people went up to the Hill, the Hill people realized how comprehensive our files were. Mr. [Robert R.] Casey, formerly a General Counsel's assistant, when assigned to a congressional staff was very impressed with GAO's legislative files, particularly on the Maritime Act and all the amendments. He would have congressional staff persons come down here and go through a course with us to see how we compiled the legislative histories. That was always a compliment to us and our services.
- Mr. Eschwege Another thing that maybe was unique was that you had an early way of communicating with the professional and maybe nonprofessional staff in the Office of the General Counsel, as well as all of GAO. We referred to it off-camera before as the Friday Flash. Could you explain that to me?
- Mrs. Macfarlane I guess I started it around 1960 when I was in charge of the Digest Section. We thought that it was a way of communicating among different areas of OGC. I think originally the different areas were sort of isolated. The bulletin was to keep the communications a little bit closer than we'd had before. We published each week decisions and hints about history and so forth.
- Ms. Rubar You'd reprint entire Supreme Court decisions, for example, when you got early copies before they were generally available, and that was so useful to us. And then you included the little items about staff that we wouldn't have ordinarily known. If we were in transportation, we wouldn't know about somebody having a baby over in procurement—things you like to know about.
- Mr. Eschwege So it also served the purpose of discussing some social activities. And this was done under Bob Keller, while he was General Counsel?
- Ms. Rubar Yes.
- Dr. Trask How long did that last?
- Mrs. Macfarlane We had a man in our Digest Section, Walter Eliff, who served for 50 years. He worked on the newsletter. He kept on working so that he could serve 50 years. We had a big Walter Eliff Day.
- Mr. Eschwege Is he still around?
- Mrs. Macfarlane No, unfortunately. Mr. Keller and Mr. Weitzel came down to honor him. That was one of the very pleasant things about working with Mr. Keller

and Mr. Weitzel; they always took part in whatever activity the clerical staff or the lower-level staff had.

Mrs. Shea

In addition to keeping the Friday Flash, Mrs. Macfarlane kept clippings of all newspapers and things that referred to the General Accounting Office. I wondered if those are still around because there was a wealth of information in them. Mr. Keller used them a lot. So did Mr. Weitzel and Mr. Campbell, and I'm sure Mr. Staats did too.

Mr. Eschwege

So you really served part of the function of an information officer. Every day now, GAO puts out Clippings, a compilation of articles obtained from various newspapers. Laura Kopelson of the Office of Public Information gathers that. She gets up early in the morning to pick up the newspapers. By about 8 a.m., the Clippings reach the desks of top GAO officials.

Ms. Rubar

Another thing that Margaret got started was that very useful Congressional Record Digest. Every legislative day, it came out, and it synopsized not only the bills that had been introduced in the House and in the Senate, but anything relating to GAO legislative activity.

Mr. Eschwege

It was a white sheet that found its way on top of the Congressional Record for the previous day.

As a division director, I was always impressed with how fast that was put together and placed on my desk.

Mrs. Shea

Mrs. Mac was in the office at 6 o'clock in the morning.

Ms. Rubar

It didn't come out like that after she retired.

Dr. Trask

Concerning those clippings, just the other day, the Law Librarian called and said that she had some clippings that the History Program might be interested in. So we went up there, and we got several volumes. On the basis of what you just told us, I'm sure that they must be the ones that you or your people compiled. They particularly covered the Campbell period. They are pasted clippings in a loose-leaf notebook. The History Program has an archives, and we collect things like that.

Mrs. Shea

A wonderful file. And it contained articles not from just The Washington Post, but from every newspaper and some magazines. Mrs. Mac would buy those papers and magazines.

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Dr. Trask Well, it was a very good service, and now it's going to help us put the record together again.

Mrs. Macfarlane That makes me feel good.

Mr. Eschwege Did you see the Friday Flash too?

Dr. Trask I'm going to check on that because I don't think I've seen any of it. I'd like to have a collection of it. That's why I asked how long it was put out, because that would be useful to have.

Ms. Rubar You know, if you'd only asked that 6 years ago before I retired, my bottom desk drawers were filled with things like that.

Dr. Trask I hate to hear things like that.

Ms. Rubar I am a real pack rat, and I never throw anything away. I had a four-drawer filing cabinet that was just filled with things, even from my transportation days. I left it all there, and somebody, naturally, threw it all out and took over the cabinet and took over the desk.

Dr. Trask Well, fortunately, we do have a complete collection of Watchdogs. We are making efforts to find things like this from people who kept things. We have had some success, but, unfortunately, GAO didn't have a history program 20 or 30 years ago.

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## Comments on GAO Officials

Dr. Trask We had some comments on various people who served in GAO and people who were here during your tenure. There are some other names that I'd simply like to mention and see what kind of comments any or all of you may have.

First, Frank Yates. There's been mention of Frank Yates, but what can you say about his role or his contributions to GAO?

Ms. Rubar All I can say is that he was the Assistant Comptroller General when I came here during the war. I think I may have seen him once in the office

and then at the cornerstone laying [of the GAO Building]. But that's all. I didn't have any contact with him.

Dr. Trask

Any other impressions?

Mrs. Macfarlane

Well, Ms. Blanche Margason Wilcox worked for Mr. Yates and had great loyalty to him. I would think that he really was the first one that helped start a legislative unit. Because of her learning through him, I feel always very grateful for the teaching that Blanche was able to provide to me. I don't think we saw him very often.

Mrs. Shea

He was always busy in his office. I was new, so I didn't know Mr. Yates too well. I was always impressed with him.

Dr. Trask

What about Mr. Weitzel? We've talked about him some, but perhaps there are some other things that you would like to say.

Mrs. Macfarlane

I think we all echo the same things that Stella and Gerry have said. It was a privilege to work for him, and we were all very grateful to have worked at GAO at the time when he was here. He was a great person. Working with Mr. Weitzel and Mr. Keller was certainly the highlight of my years of service here.

Mrs. Shea

Mine too.

Ms. Rubar

These ladies knew him, of course, much better than I did, but we've spoken of his kindness, and whenever anyone would retire in the Transportation Division in my days of working there, there would be a little retirement party for the individual. The retiree might not be a division director or a section chief but an ordinary transportation rate specialist.

Mr. Weitzel would always manage to come down to that party and say something nice. He might even be late, but he'd get there and say some kind things and present the gift. You could always depend on that.

Dr. Trask

What about Elmer Staats as Comptroller General?

Ms. Rubar

Well, I just think Mr. Staats was wonderful. I think he did a great deal to help women and minorities and to try to eradicate any kind of prejudice that existed, whether it was prejudice against women or prejudice against particular minorities. I thought he did a great deal for the agency with his reorganizations. He helped to bring us not only into the

20th century but into the later 20th century. I just felt very proud of working for him.

Dr. Trask

There were four General Counsels whose names I want to mention to see if you have any comments about them—John McFarland, Lyle Fisher, Paul Dembling, and Milt Socolar.

Mrs. Macfarlane

Well, I didn't meet Mr. McFarland until his retirement party or reception. I don't believe it was a party. It was just a speech before a group of the attorneys. I realized then that on one of my first days here in the office in GAO, I had almost knocked him down one morning rushing to work. He was not like Mr. Fisher, who would come down to talk to the attorneys. He stayed in his office. Isn't that right, Stella?

Mrs. Shea

I didn't know Mr. McFarland. Mr. Fisher was General Counsel when I came in.

Ms. Rubar

Mr. Fisher hired me when they needed a transportation lawyer and couldn't find one. It was Mr. Fisher whom I talked to; the attitude about women was such that I was concerned about coming. Jed Welch [J. Edward Welch]—God rest his soul—was, I think, an Associate General Counsel at that time. So Jed knew when I passed the bar, and he said that was wonderful, but he said to tell me not to think I was ever going to come to work in the General Counsel's office because that office will never have a woman. I did not apply for any job. They called me and asked me if I would come up and be interviewed.

So I insisted on talking with Mr. Fisher because I wanted to see a little bit more about his attitude. I found him to be perfectly charming, and he explained why the view that he would not have women had gotten around. There had been a woman, apparently a long time before, who had been extremely difficult, and, of course, men could be difficult and get away with it in those times, but women could not.

Anyway, I found him to be very nice, and I didn't have that much contact with him, but I had great respect for his abilities, his mental acumen, and his legal abilities. I thought he was a very good General Counsel.

Mrs. Macfarlane

He was far different from Mr. McFarland because he took a personal interest in the attorneys and their assignments. I think also he delegated more responsibility to the attorney staff than Mr. McFarland did.

- Mrs. Shea I worked in a typing pool when I first came to the General Accounting Office. Mr. Fisher called for me every once in a while to fill in when the secretaries to the assistants or the associates or the General Counsel were off on leave. I worked for Mr. Fisher for a while, and I thought very highly of him. And then when he recommended me to Mr. Keller, I thought even more highly of him. [Laughter]
- Dr. Trask There are three more names, and these are particularly suggested to Gerry. David Neumann, A. Banks Thomas, and Harrell D. Hoagland.
- Ms. Rubar David Neumann was the Division Director [of the Claims Division] who interviewed me when I came to GAO, whom I told you about this morning, and whose secretary asked me if I could "taap." He was the one who promised me the carpet on the floor. He retired some time during the war in 1945. A. Banks Thomas succeeded him, so I guess he's the one who fired me. I never knew him very well. I just knew him to see him, so I really can't make much of a comment on him. Mr. Hoagland [Chief of the Transportation Division] was a good person, and since he himself was a lawyer, I think he had a feeling and understanding of the few lawyers we did have in the Transportation Division. He made a big fuss over me when I passed the bar because I hadn't taken a bar review course.
- He told me, when I came to the General Counsel's office, that he and Mr. Weitzel had agreed that if I was not happy in the General Counsel's office, I could come back to the Transportation Division and would be welcomed back. So I have nice memories of Mr. Hoagland also.
- Dr. Trask I want to mention just one more name, and that's Ted Westfall, who played an important role in GAO's audit activities between 1946 and 1952. Any real recollections of him or comments about him?
- Mrs. Macfarlane The only thing I remember is that he was interested in legislative files, and it seemed like he would come to our section to ask about the files frequently.
- Mr. Eschwege He went to law school too while he worked at GAO.
- Mrs. Macfarlane That's right, while he was there. I guess that's maybe the reason why he came to us.
- Mr. Eschwege He also always wanted to get into the legal aspects of anything that he was auditing. This is something we'd do today almost as a natural thing,

but, in those days, I guess, if you were auditing, you didn't worry too much about the legal aspects. I think he was a prime mover in that direction. He was also well-known as a person who did a lot of surveys around the Office, coming up with survey reports, which you might remember because they resulted in some organizational changes. Do you recall?

Mrs. Macfarlane

Yes. Let's see, I think our Legislative Digest Section was involved in a survey that he had done.

Dr. Trask

The major reorganization of 1951-52 really was the result of his surveys.

Ms. Rubar

Roger, you started to ask us about Mr. Keller and Mr. Dembling as General Counsels.

Dr. Trask

Yes.

Ms. Rubar

Well, I didn't have that much contact with Mr. Keller until after he became Deputy Comptroller General and I was in the Special Studies and Analysis Section. I really got to feel I knew him a little bit, and after I did get to know him, I really loved him.

Mr. Dembling, I thought, did a great deal for the Office of the General Counsel. He was wonderful to work with because he had a sense of humor and because he operated in a very subtle fashion. He didn't decide abruptly to change something and announce the change. He just sort of worked into things, and it became a *fait accompli* before anybody had a chance not to like it. They liked it.

When he left and Milton Socolar took over, it was like a continuation because Milt had been his deputy. We couldn't have done any better. They were and are wonderful people to work for, and they never made you feel you worked for them. They made you feel you worked with them, and that's wonderful.

Mr. Eschwege

Well, I think they worked very well with the audit divisions also, and as you mentioned earlier, Paul Dembling really thought of the idea of working much more closely with the auditors, trying to make this one GAO, instead of the General Counsel being over here and the auditors over there. And, of course, GAO's various offices also came together more under Mr. Staats than before, when really the Civil Division and the Defense Division were like two GAOs.

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Ms. Rubar

Yes, we had such a we-versus-them attitude. We were the lawyers, and they were the opposition, sort of. And Mr. Dembling said that when he came, he was very appalled because, at NASA, the lawyers worked with their operating divisions' people. He had a great deal of opposition in setting up our section, and, as I say, he did it very subtly and we were there almost before people realized it.

By the time they realized it, there were some who are retired now, thank goodness, who were very reluctant. They tried to buck the change every step of the way. One Associate General Counsel's section and the Associate General Counsel himself delayed the office memorandums to the divisions on their legal questions for so long—often a year and more. He objected strenuously to any closer working relationships and said, "Just give me more people and I'll get their decisions out to them faster."

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## Reflections and Thoughts About GAO

Mr. Eschwege

Well, I think we're getting to the point where we have looked back long enough that we need to kind of look a little bit ahead, except for one more thing I did want you to comment on. That might still be looking back, but looking back years after you've been there is a little different from looking back the minute you leave.

In that respect, I'd like you to be not too modest now and let us know what you think your personal accomplishments were. You can mix in some of the disappointments that you had or the things that you would have liked to accomplish.

Mrs. Shea

I only have compliments about the General Accounting Office. I'm glad I came to the District of Columbia in 1948, and I'm pleased the Civil Service Commission sent me to the General Accounting Office. It was an honor and a privilege to work for and with Messrs. Warren, Weitzel, Keller, Campbell, and Staats.

When I left the bank, I was making a total sum of \$65 a month, and they paid us by the month. So when I came to the General Accounting Office and received \$1,400 a year, I thought I was wealthy. I wasn't in the typing pool very long because I started in December of 1948, and I was assigned to work for Mr. Keller in November of 1950. From then on,



everything was very nice. I have no complaints. I only have compliments, not only for Mr. Keller but for everybody I worked with.

Mrs. Macfarlane helped me a great deal. Whenever Mr. Keller said I want so and so, I'd dial Mrs. Macfarlane's office and I'd have it in about 5 minutes.

So I just wish the General Accounting Office and everybody in it lots and lots of good luck

Mr. Eschwege

That sounds great. Well, Gerry, you don't necessarily have to agree with that assessment.

Ms. Rubar

Well, as a matter of fact, I do. I will say that I have been very proud of working for GAO, even from the very beginning during the war and even when they fired me. As you mentioned sometime back, GAO didn't have the greatest reputation with other executive agencies, but I could always say to people that we're not spending their money. We're getting money back, and we're seeing that people don't take government money that they're not entitled to.

In my entire career, I've been very proud and more so as the years have gone on and many improvements were made. I can't say that I had any great disappointments. The only disappointment was that I kept on getting older and the time finally came to retire. I would love to be a young lawyer now, working in GAO with all the changes and improvements that have come even during the 6 years since I left. It's a great place to work.

Mr. Eschwege

Let me ask you one more question. Aside from what you feel about your personal accomplishments as a lawyer in the field that you were in, at least some of us felt, like Vic Lowe, whom you remember, the former Director of the General Government Division—

Ms. Rubar

Very fondly.

Mr. Eschwege

—and I and others that there is Gerry Rubar, one of the first GAO women lawyers working directly with the divisions. Didn't that make you feel like you were pioneering in efforts to bring more women to GAO?

Ms. Rubar

Yes. In fact, I should say also, in looking over my past, that the last 10 years were far and away the happiest of my career. I felt a greater sense of accomplishment, and those were the 10 years that I was working with

the audit divisions and teaching young attorneys, the new recruits that came in and were assigned to me. That was great fun.

I felt, I guess, that I was a little bit of a pioneer, but don't forget that there were people in the Office of the General Counsel like Margaret when I came, so that I didn't feel isolated. There were people helping me to meet other people and to get acquainted with them. In fact, Greg Ahart [former Director of the Human Resources Division] had me speak to groups in his division once back in the 1970s and talk a little bit about being one of the first woman lawyers in the Office and what it was like. He was working on his people to get them to advance women and minorities in GAO. He had some really hidebound men in his group who did not like women auditors any more than they liked women lawyers.

Mr. Eschwege

I'm sure we had some too. I will be the first to admit it.

Ms. Rubar

Well, I didn't encounter it in your division or in Vic Lowe's division. But because Greg Ahart set up these group meetings, I got to see a little bit of that.

I remember a young woman auditor who was on a panel with me. She talked about difficulties in her first assignment in the division where her supervisor was always having her come to his desk to look at these spreadsheets she was working on. The next thing was that his arm was coming over and his hand was patting her. She described how upset she was by this behavior. One of the men who was there said, "Well, little Ellen or Mary or whatever her name is, what did you do to invite that kind of behavior?" You know that was the attitude of some of these people.

Mr. Eschwege

That's changing, I hope. We are not completely there.

Mrs. Macfarlane

They've all said it so well, and, of course, I loved working in GAO too. I guess the greatest pleasure I had was seeing the people that had come through my shop going to better positions in GAO and the fact that many of them stayed in GAO. A few of them came back to GAO, to the Office of the General Counsel. I always felt they were better attorneys after they returned for having had a chance to see what private practice or some other government agency was like.

It did take a little talking to get people back on the roll after they had left, but we fortunately always made it.

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Mr. Eschwege

Considering the kinds of activities in which you were involved in GAO—legal research I would call it—and handling a lot of aspects of GAO that involved its activities with the Congress and, as you mentioned earlier, with the media, was that a satisfying activity? Was this the kind of work that you felt most comfortable in? Were you ever thinking of maybe joining the other groups, for example, those involved in decision writing?

Mrs. Macfarlane

Not really, I guess. I preferred doing things rather than being a supervisor. I liked doing the Congressional Record and doing legislative histories and research.

Mr. Eschwege

Well, the price you sometimes pay for being very good is that you get promoted up to a point where you can't just do all the things you really like to do, but there is a higher salary that comes with it, and I noticed you got promoted frequently. I noticed you got 12 outstanding ratings in 21 years.

I got that from some of your friends. Also you got many different awards. Of course, all you ladies got a lot of awards. Let's see if we can't get some advice from you out of all this. You've been following GAO since you left, and you indicated that you really are still very close to GAO. The newspapers help you today to find out what GAO is doing.

Obviously, we can still improve. We could maybe take on some new role or change something we're doing now. Have you given any thought to some things that maybe we should do differently? Don't be afraid to tell us.

Mrs. Shea

I don't think anything should be done differently. You all do a great job. I'm with Gerry. I wish that I were 20 years younger so that I could come back to the General Accounting Office.

Ms. Rubar

Well, I'll tell you, what I believed for years should be done has already been done in the Office of the General Counsel. I believed, after I began working with the audit divisions and after we saw, in the Special Studies and Analysis Section, that the divisions could use much more help. As I think I said earlier, I used to tell Mr. Dembling that we needed as many lawyers to work with the divisions as we had to do the decision writing. Now that OGC has reorganized, all the attorneys are now having responsibility to work with some of the operating divisions, and I think that's wonderful.

And it's good for the attorneys professionally as well because all of them now get a crack at decision writing and all of them get a crack at working with the operating divisions and, thus, getting out to other agencies often and not just sitting in their little cubicles.

Mrs. Shea

Margaret, you trained the young attorneys that came in. And they remember you too.

Ms. Rubar

Oh, you bet they do.

Mr. Eschwege

And there are at least two Comptrollers General that, I know, recognized Mrs. Mac's services very much. There may have been more. I tell you, that column in The GAO Review that you wrote and that you may think was not your most important activity sure made you visible to me long before we were close with OGC. I think that was very useful.

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## Conclusion

Let me just say, and I know I'm speaking for the General Accounting Office and for Mr. Bowsher, that we very much appreciate that you did come for this interview, especially since it took a little doing for you, Mrs. Mac, to come all the way from Beaver Dam, Wisconsin. We're glad, after talking to Stella and Gerry, that we held up this meeting, which was supposed to take place last year, to include you on this panel. I think we're all better off in GAO for gaining some insights into that 40-year span of activity, some of which took place even before I came to GAO.

So we want to thank you ladies and wish you well; stay as healthy as we find you today.

Dr. Trask

Let me just add that these interviews, as I think probably you have found too, are always great learning experiences. I have certainly learned a great deal from this, and we shall put that to good use at some point in writing about GAO's history. You also have contributed significantly to our historical record, and this information will be used from time to time as we portray that record.

So, on behalf of the History Program, let me express my appreciation.

Ms. Rubar

Thank you.

Mrs. Shea

It's been a pleasure

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Interview With Margaret Macfarlane,  
Geraldine Rubar, and Stella Shea,  
March 15, 1989

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Mrs. Macfarlane

Yes, it has.

# Videotape Cross-reference

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	Biographical Data	00:03:14
	Positions Held in GAO	00:24:01
	Robert F. Keller's Service to GAO	00:49:58
	The Early Years in GAO Under Lindsay Warren (1940-1954)	00:55:50
	The Campbell Era (1954-1965)	01:21:25
	The Staats Era	01:43:53
<b>Tape 2</b>	Evolution of Relations With the Congress, Agencies, and Media	02:01:37
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