

Executive Order 13071 of December 29, 1997**Adjustments of Certain Rates of Pay**

By the authority vested in me as President by the Constitution and the laws of the United States of America, including the laws cited herein, it is hereby ordered as follows:

Section 1. *Statutory Pay Systems.* The rates of basic pay or salaries of the statutory pay systems (as defined in 5 U.S.C. 5302(1)), as adjusted under 5 U.S.C. 5303(b), are set forth on the schedules attached hereto and made a part hereof:

(a) The General Schedule (5 U.S.C. 5332(a)) at Schedule 1;

(b) The Foreign Service Schedule (22 U.S.C. 3963) at Schedule 2; and

(c) The schedules for the Veterans Health Administration of the Department of Veterans Affairs (38 U.S.C. 7306, 7404; section 301(a) of Public Law 102-40) at Schedule 3.

Sec. 2. *Senior Executive Service.* The rates of basic pay for senior executives in the Senior Executive Service, as adjusted under 5 U.S.C. 5382, are set forth on Schedule 4 attached hereto and made a part hereof.

Sec. 3. *Executive Salaries.* The rates of basic pay or salaries for the following offices and positions are set forth on the schedules attached hereto and made a part hereof:

(a) The Executive Schedule (5 U.S.C. 5312-5318) at Schedule 5;

(b) The Vice President (3 U.S.C. 104) and the Congress (2 U.S.C. 31) at Schedule 6; and

(c) Justices and judges (28 U.S.C. 5, 44(d), 135, 252, and 461(a)) at Schedule 7.

Sec. 4. *Uniformed Services.* Pursuant to sections 601 and 604 of Public Law 105-85, the rates of monthly basic pay (37 U.S.C. 203(a)) for members of the uniformed services and the rate of monthly cadet or midshipman pay (37 U.S.C. 203(c)) are set forth on Schedule 8 attached hereto and made a part hereof.

Sec. 5. *Locality-Based Comparability Payments.* (a) Pursuant to sections 5304 and 5304a of title 5, United States Code, locality-based comparability payments shall be paid in accordance with Schedule 9 attached hereto and made a part hereof.

(b) The Director of the Office of Personnel Management shall take such actions as may be necessary to implement these payments and to publish appropriate notice of such payments in the **Federal Register**.

Sec. 6. *Effective Dates.* Schedule 8 is effective on January 1, 1998. The other schedules contained herein are effective on the first day of the first applicable pay period beginning on or after January 1, 1998.

Sec. 7. *Prior Order Superseded.* Executive Order 13033 of December 27, 1996, is superseded.

WILLIAM J. CLINTON

THE WHITE HOUSE,
December 29, 1997.

SCHEDULE 1--GENERAL SCHEDULE

(Effective on the first day of the first applicable pay period beginning on or after January 1, 1998)

	1	2	3	4	5	6	7	8	9	10
GS-1	\$12,960	\$13,392	\$13,823	\$14,252	\$14,685	\$14,938	\$15,362	\$15,791	\$15,809	\$16,214
2	14,571	14,918	15,401	15,809	15,985	16,455	16,925	17,395	17,865	18,335
3	15,899	16,429	16,959	17,489	18,019	18,549	19,079	19,609	20,139	20,669
4	17,848	18,443	19,038	19,633	20,228	20,823	21,418	22,013	22,608	23,203
5	19,969	20,635	21,301	21,967	22,633	23,299	23,965	24,631	25,297	25,963
6	22,258	23,000	23,742	24,484	25,226	25,968	26,710	27,452	28,194	28,936
7	24,734	25,558	26,382	27,206	28,030	28,854	29,678	30,502	31,326	32,150
8	27,393	28,306	29,219	30,132	31,045	31,958	32,871	33,784	34,697	35,610
9	30,257	31,266	32,275	33,284	34,293	35,302	36,311	37,320	38,329	39,338
10	33,320	34,431	35,542	36,653	37,764	38,875	39,986	41,097	42,208	43,319
11	36,609	37,829	39,049	40,269	41,489	42,709	43,929	45,149	46,369	47,589
12	43,876	45,339	46,802	48,265	49,728	51,191	52,654	54,117	55,580	57,043
13	52,176	53,915	55,654	57,393	59,132	60,871	62,610	64,349	66,088	67,827
14	61,656	63,711	65,766	67,821	69,876	71,931	73,986	76,041	78,096	80,151
15	72,525	74,943	77,361	79,779	82,197	84,615	87,033	89,451	91,869	94,287

SCHEDULE 2 -- FOREIGN SERVICE SCHEDULE

(Effective on the first day of the first applicable pay period
beginning on or after January 1, 1998)

Step	Executive Orders								
	Class 1	Class 2	Class 3	Class 4	Class 5	Class 6	Class 7	Class 8	Class 9
1	\$72,525	\$58,767	\$47,619	\$38,586	\$31,266	\$27,951	\$24,987	\$22,338	\$19,969
2	74,701	60,530	49,048	39,744	32,204	28,790	25,737	23,008	20,568
3	76,942	62,346	50,519	40,936	33,170	29,653	26,509	23,698	21,185
4	79,250	64,216	52,035	42,164	34,165	30,543	27,304	24,409	21,821
5	81,628	66,143	53,596	43,429	35,190	31,459	28,123	25,142	22,475
6	84,076	68,127	55,203	44,732	36,246	32,403	28,967	25,896	23,150
7	86,599	70,171	56,860	46,074	37,333	33,375	29,836	26,673	23,844
8	89,197	72,276	58,565	47,456	38,453	34,376	30,731	27,473	24,559
9	91,873	74,444	60,322	48,880	39,607	35,407	31,653	28,297	25,296
10	94,287	76,678	62,132	50,346	40,795	36,470	32,602	29,146	26,055
11	94,287	78,978	63,996	51,856	42,019	37,564	33,580	30,020	26,837
12	94,287	81,347	65,916	53,412	43,279	38,691	34,588	30,921	27,642
13	94,287	83,788	67,893	55,014	44,578	39,851	35,625	31,849	28,471
14	94,287	86,301	69,930	56,665	45,915	41,047	36,694	32,804	29,325

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**SCHEDULE 3--VETERANS HEALTH ADMINISTRATION SCHEDULES
DEPARTMENT OF VETERANS AFFAIRS**

(Effective on the first day of the first applicable pay period
beginning on or after January 1, 1998)

Schedule for the Office of the Under Secretary for Health
(38 U.S.C. 7306)*

Deputy Under Secretary for Health	\$123,168	**
Associate Deputy Under Secretary for Health	117,971	***
Assistant Under Secretaries for Health	114,494	***

	Minimum	Maximum
Medical Directors	\$97,687	\$110,714
Service Directors	85,059	105,636
Director, National Center for Preventive Health	72,525	105,636

Physician and Dentist Schedule

Director Grade	\$85,059	\$105,636
Executive Grade	78,543	100,100
Chief Grade	72,525	94,287
Senior Grade	61,656	80,151
Intermediate Grade	52,176	67,827
Full Grade	43,876	57,043
Associate Grade	36,609	47,589

Clinical Podiatrist and Optometrist Schedule

Chief Grade	72,525	\$94,287
Senior Grade	61,656	80,151
Intermediate Grade	52,176	67,827
Full Grade	43,876	57,043
Associate Grade	36,609	47,589

Physician Assistant and Expanded-Function
Dental Auxiliary Schedule ****

Director Grade	\$72,525	\$94,287
Assistant Director Grade	61,656	80,151
Chief Grade	52,176	67,827
Senior Grade	43,876	57,043
Intermediate Grade	36,609	47,589
Full Grade	30,257	39,338
Associate Grade	26,037	33,849
Junior Grade	22,258	28,936

* This schedule does not apply to the Assistant Under Secretary for Nursing Programs or the Director of Nursing Services. Pay for these positions is set by the Under Secretary for Health under 38 U.S.C. 7451.

** Pursuant to section 7404(d)(1) of title 38, United States Code, the rate of basic pay payable to this employee is limited to the rate for level IV of the Executive Schedule, which is \$118,400.

*** Pursuant to section 7404(d)(2) of title 38, United States Code, the rate of basic pay payable to these employees is limited to the rate for level V of the Executive Schedule, which is \$110,700.

**** Pursuant to section 301(a) of Public Law 102-40, these positions are paid according to the Nurse Schedule in 38 U.S.C. 4107(b) as in effect on August 14, 1990, with subsequent adjustments.

Executive Orders

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SCHEDULE 4--SENIOR EXECUTIVE SERVICE

(Effective on the first day of the first applicable pay period beginning on or after January 1, 1998)

ES-1	\$99,200
ES-2	103,900
ES-3	108,600
ES-4	114,500
ES-5	118,400
ES-6	118,400

SCHEDULE 5--EXECUTIVE SCHEDULE

(Effective on the first day of the first applicable pay period beginning on or after January 1, 1998)

level I	\$151,800
level II	136,700
level III	125,900
level IV	118,400
level V	110,700

SCHEDULE 6--VICE PRESIDENT AND MEMBERS OF CONGRESS

(Effective on the first day of the first applicable pay period beginning on or after January 1, 1998)

Vice President	\$175,400
Senators	136,700
Members of the House of Representatives	136,700
Delegates to the House of Representatives	136,700
Resident Commissioner from Puerto Rico	136,700
President pro tempore of the Senate	151,800
Majority leader and minority leader of the Senate	151,800
Majority leader and minority leader of the House of Representatives	151,800
Speaker of the House of Representatives	175,400

SCHEDULE 7--JUDICIAL SALARIES

(Effective on the first day of the first applicable pay period beginning on or after January 1, 1998)

Chief Justice of the United States	\$175,400
Associate Justices of the Supreme Court	167,900
Circuit Judges	145,000
District Judges	136,700
Judges of the Court of International Trade	136,700

SCHEDULE 8--PAY OF THE UNIFORMED SERVICES
(Effective on January 1, 1998)

Part I--MONTHLY BASIC PAY

YEARS OF SERVICE (COMPUTED UNDER 37 U.S.C. 205)

Pay Grade	2 or less		3		4		6		8		10		12		14		16		18		20		22		24		26					
	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over	Over														
O-10 **	\$7,566.30	\$7,832.40	\$7,832.40	\$8,133.00	\$8,133.00	\$8,583.60	\$8,583.60	\$9,197.70	\$9,197.70	\$9,197.70	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$9,813.60*	\$10,424.70*		
O-9	6,705.60	6,881.40	7,028.10	7,206.60	7,206.60	7,506.60	7,506.60	7,933.00	7,933.00	7,933.00	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	8,333.70	
O-8	6,073.50	6,255.90	6,404.10	6,591.40	6,591.40	6,891.40	6,891.40	7,327.80	7,327.80	7,327.80	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	7,754.20	
O-7	5,441.40	5,634.80	5,793.10	6,000.10	6,000.10	6,317.10	6,317.10	6,753.50	6,753.50	6,753.50	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00	7,220.00
O-6	4,809.30	5,014.70	5,184.10	5,403.10	5,403.10	5,730.10	5,730.10	6,166.50	6,166.50	6,166.50	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00	6,643.00
O-5	4,177.20	4,394.60	4,574.00	4,803.00	4,803.00	5,140.00	5,140.00	5,576.40	5,576.40	5,576.40	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00	6,063.00
O-4	3,545.10	3,774.50	3,964.90	4,205.90	4,205.90	4,556.90	4,556.90	4,908.00	4,908.00	4,908.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00	5,369.00
O-3 ***	2,913.00	3,154.40	3,356.80	3,619.80	3,619.80	3,983.30	3,983.30	4,346.80	4,346.80	4,346.80	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30	4,710.30
O-2 ***	2,281.00	2,534.40	2,747.80	3,011.80	3,011.80	3,375.30	3,375.30	3,738.80	3,738.80	3,738.80	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30	4,102.30
O-1 ***	1,649.00	1,914.40	2,091.80	2,368.80	2,368.80	2,732.30	2,732.30	3,095.80	3,095.80	3,095.80	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30	3,459.30

COMMISSIONED OFFICERS

COMMISSIONED OFFICERS WITH OVER 4 YEARS ACTIVE DUTY SERVICE
AS AN ENLISTED MEMBER ON WARRANT OFFICER

O-3E	-	-	\$3,099.00	\$3,247.50	\$3,363.60	\$3,546.00	\$3,721.20	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80	\$3,868.80
O-2E	-	-	2,771.40	2,828.70	2,918.40	3,070.80	3,168.10	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40	3,275.40
O-1E	-	-	2,231.70	2,384.10	2,471.70	2,561.70	2,650.50	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40	2,771.40

* Basic pay for these officers is limited to the rate of basic pay for level V of the Executive Schedule, which is \$9,225.00 per month.
 ** While serving as Chairman or Vice Chairman of the Joint Chiefs of Staff, Chief of Staff of the Army, Chief of Naval Operations, Chief of Staff of the Air Force, Commandant of the Marine Corps, or Commandant of the Coast Guard, basic pay for this grade is calculated to be \$11,502.60, regardless of cumulative years of service computed under section 205 of title 37, United States Code. Nevertheless, actual basic pay for these officers is limited to the rate of basic pay for level V of the Executive Schedule, which is \$9,225.00 per month.
 *** Does not apply to commissioned officers who have been credited with over 4 years of active duty service as an enlisted member or warrant officer.

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SCHEDULE 8--PAY OF THE UNIFORMED SERVICES (PAGE 2)
YEARS OF SERVICE (COMPUTED UNDER 37 U.S.C. 205)

Pay Grade	2 or less	Over 2	Over 3	Over 4	Over 6	Over 8	Over 10	Over 12	Over 14	Over 16	Over 18	Over 20	Over 22	Over 24	Over 26
W-5	\$2,387.40	\$2,561.70	\$2,619.90	\$2,739.30	\$2,859.90	\$2,979.30	\$3,188.70	\$3,336.30	\$3,453.60	\$3,546.00	\$4,074.60	\$4,228.80	\$4,351.20	\$4,534.50	
W-4	2,459.90	2,631.80	2,689.80	2,811.00	2,932.40	3,054.00	3,263.40	3,411.00	3,528.00	3,605.00	4,133.60	4,288.80	4,411.20	4,594.50	
W-3	1,900.50	2,056.20	2,115.90	2,231.70	2,353.80	2,443.20	2,532.60	2,619.90	2,712.00	2,801.10	3,228.00	3,373.20	3,505.70	3,698.00	
W-2	1,583.40	1,815.30	1,815.30	1,967.10	2,056.20	2,144.40	2,231.70	2,323.50	2,412.00	2,501.70	2,588.40	2,681.10	2,779.00	2,881.10	
W-1															
WARRANT OFFICERS															
E-9 *	\$2,777.40	\$2,839.80	\$2,904.00	\$2,970.90	\$3,037.50	\$3,103.75	\$3,170.50	\$3,237.75	\$3,305.50	\$3,373.75	\$3,442.50	\$3,511.75	\$3,581.50	\$3,651.75	
E-8	2,396.10	2,458.80	2,522.70	2,589.60	2,648.40	2,713.50	2,773.10	2,833.40	2,893.50	2,954.00	3,015.00	3,076.50	3,138.50	3,201.00	
E-7	1,626.30	1,755.60	1,820.10	1,884.30	1,948.50	2,010.60	2,074.80	2,139.60	2,203.20	2,265.80	2,328.40	2,391.00	2,453.60	2,517.00	
E-6	1,398.90	1,524.90	1,588.20	1,655.70	1,718.10	1,779.90	1,845.30	1,910.10	1,974.10	2,037.00	2,097.00	2,157.00	2,217.00	2,277.00	
E-5	1,227.60	1,336.20	1,401.00	1,462.20	1,528.20	1,621.80	1,685.70	1,748.10	1,779.90	1,779.90	1,779.90	1,779.90	1,779.90	1,779.90	
E-4	1,144.80	1,209.30	1,280.40	1,379.10	1,433.70	1,433.70	1,433.70	1,433.70	1,433.70	1,433.70	1,433.70	1,433.70	1,433.70	1,433.70	
E-3	1,079.10	1,137.90	1,183.20	1,230.30	1,230.30	1,230.30	1,230.30	1,230.30	1,230.30	1,230.30	1,230.30	1,230.30	1,230.30	1,230.30	
E-2	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	1,038.30	
E-1 ***	926.10	926.10	926.10	926.10	926.10	926.10	926.10	926.10	926.10	926.10	926.10	926.10	926.10	926.10	
E-1 ***	856.80														

* While serving as Sergeant Major of the Army, Master Chief Petty Officer of the Navy or Coast Guard, Chief Master Sergeant of the Air Force, or Sergeant Major of the Marine Corps, basic pay for this grade is \$4,346.40, regardless of cumulative years of service computed under section 205 of title 37, United States Code.

** Applies to personnel who have served 4 months or more on active duty.

*** Applies to personnel who have served less than 4 months on active duty.

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Title 3—The President

SCHEDULE 8--PAY AND ALLOWANCES OF THE UNIFORMED SERVICES (PAGE 3)

Part II--RATE OF MONTHLY CADET OR MIDSHIPMAN PAY

The rate of monthly cadet or midshipman pay authorized by section 203(c) of title 37, United States Code, is \$558.04.

Note: As a result of the enactment of sections 602-604 of Public Law 105-85, the National Defense Authorization Act for Fiscal Year 1998, the Secretary of Defense now has the authority to adjust the rates of basic allowances for subsistence and housing. Therefore, these allowances are no longer adjusted by the President in conjunction with the adjustment of basic pay for members of the uniformed services. Accordingly, the tables of allowances included in previous orders are not included here, and the rate of monthly cadet or midshipman pay is redesignated as Part II of Schedule 8.

Executive Orders

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SCHEDULE 9--LOCALITY-BASED COMPARABILITY PAYMENTS

(Effective on the first day of the first applicable pay period beginning on or after January 1, 1998)

Locality Pay Area ¹	Rate
Atlanta, GA	6.18%
Boston-Worcester-Lawrence, MA-NH,ME,CT	8.61%
Chicago-Gary-Kenosha, IL-IN-WI	9.21%
Cincinnati-Hamilton, OH-KY-IN	7.71%
Cleveland-Akron, OH	6.35%
Columbus, OH	6.90%
Dallas-Fort Worth, TX	6.90%
Dayton-Springfield, OH	6.19%
Denver-Boulder-Greeley, CO	8.46%
Detroit-Ann Arbor-Flint, MI	9.36%
Hartford, CT	9.13%
Houston-Galveston-Brazoria, TX	11.96%
Huntsville, AL	5.84%
Indianapolis, IN	5.63%
Kansas City, MO-KS	6.06%
Los Angeles-Riverside-Orange County, CA	10.31%
Miami-Fort Lauderdale, FL	7.86%
Milwaukee-Racine, WI	6.19%
Minneapolis-St. Paul, MN-WI	7.32%
New York-Northern New Jersey-Long Island, NY-NJ-CT-PA	9.76%
Orlando, FL	5.42%
Philadelphia-Wilmington-Atlantic City, PA-NJ-DE-MD	7.67%
Pittsburgh, PA	6.21%
Portland-Salem, OR-WA	7.17%
Richmond-Petersburg, VA	6.12%
Sacramento-Yolo, CA	7.64%
St. Louis, MO-IL	5.71%
San Diego, CA	7.94%
San Francisco-Oakland-San Jose, CA	12.06%
Seattle-Tacoma-Bremerton, WA	7.34%
Washington-Baltimore, DC-MD-VA-WV	7.27%
Rest of U.S.	5.42%

¹Locality Pay Areas are defined in 5 CFR 531.603.

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Subchapter B—Administrative Orders

Notice of January 2, 1997

Continuation of Libyan Emergency

On January 7, 1986, by Executive Order No. 12543, President Reagan declared a national emergency to deal with the unusual and extraordinary threat to the national security and foreign policy of the United States constituted by the actions and policies of the Government of Libya. On January 8, 1986, by Executive Order No. 12544, the President took additional measures to block Libyan assets in the United States. The President has transmitted a notice continuing this emergency to the Congress and the **Federal Register** every year since 1986. The most recent notice appeared in the **Federal Register** on January 5, 1996.

The crisis between the United States and Libya that led to the declaration of a national emergency on January 7, 1986, has not been resolved. The Government of Libya has continued its actions and policies in support of terrorism, despite the calls by the United Nations Security Council, in Resolutions 731 (1992), 748 (1992), and 883 (1993), that it demonstrate by concrete actions its renunciation of such terrorism. Such Libyan actions and policies pose a continuing unusual and extraordinary threat to the national