RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

(TITLE I—H. R. 12080)

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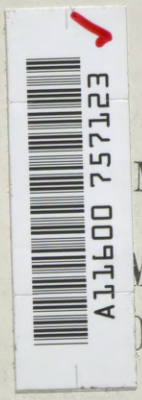

HEARINGS

BEFORE THE

MMITTEE ON RIVERS AND HARBORS

OF THE

MMITTEE ON PUBLIC WORKS

OUSE OF REPRESENTATIVES

EIGHTY-FOURTH CONGRESS

SECOND SESSION

ON

H. R. 12080

A BILL AUTHORIZING THE CONSTRUCTION, REPAIR, AND PRESERVATION OF CERTAIN PUBLIC WORKS ON RIVERS AND HARBORS FOR NAVIGATION, FLOOD CONTROL, AND FOR OTHER PURPOSES

VOLUME 1

(See Volume 2 for Flood Control)

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RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

FRIDAY, MAY 18, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RIVERS AND HARBORS
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met, pursuant to call, at 10:20 a. m., in room 1302, New House Office Building, Hon. John A. Blatnik (chairman of the subcommittee) presiding.

Mr. BLATNIK. The Subcommittee on Rivers and Harbors will come to order.

The meeting is called for hearings on H. R. 8999 and H. R. 9001, similar bills, by Representatives Thompson and Willis, authorizing a comprehensive project for control and progressive eradication of obnoxious aquatic plant growths from navigable waters.

The bills will be inserted in the record at this point.

(H. R. 8999 and H. R. 9001 are as follows:)

[H. R. 8999, 84th Cong., 2d sess.]

A BILL Authorizing a comprehensive project for control and progressive eradication of obnoxious aquatic plant growths from navigable waters

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby authorized a comprehensive project to provide for control and progressive eradication of the water-hyacinth, alligator weed, and other obnoxious aquatic plant growths from the navigable waters, tributary streams, connecting channels, and other allied waters in the States of North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana, and Texas, in the combined interest of navigation, flood control, drainage, agriculture, fish and wildlife conservation, public health, and related purposes, including continued research for development of the most effective and economic control measures, at an estimated total cost of $1,350,000 annually for five years, to be administered by the Chief of Engineers, under the direction of the Secretary of the Army in cooperation with other Federal and State agencies, all generally in accordance with the report of the Chief of Engineers, subject: Water-hyacinth Obstructions.

SEC. 2. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

[H. R. 9001, 84th Cong., 2d sess.]

A BILL Authorizing a comprehensive project for control and progressive eradication of obnoxious aquatic plant growths from navigable waters

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby authorized a comprehensive project to provide for control and progressive eradication of the water hyacinth, alligator weed, and other obnoxious aquatic plant growths from the navigable waters, tributary streams, connecting channels, and other allied

waters in the States of North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana, and Texas, in the combined interest of navigation, flood control, drainage, agriculture, fish and wildlife conservation, public health, and related purposes, including continued research for development of the most effective and economic control measures, at an estimated total cost of $1,350,000 annually for five years, to be administered by the Chief of Engineers, under the direction of the Secretary of the Army in cooperation with other Federal and State agencies, all generally in accordance with the report of the Chief of Engineers, Subject: Water Hyacinth Obstructions.

SEC. 2. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

Mr. BLATNIK. For the benefit of the members, I will read the report submitted by the Department of the Army:

DEPARTMENT OF THE ARMY,
Washington, D. C., May 15, 1956.

Hon. CHARLES A. BUCKLEY,
Chairman, Committee on Public Works,
House of Representatives

DEAR MR. CHAIRMAN: Reference is made to your request for the views of the Department of the Army with respect to H. R. 8999, 84th Congress, a bill authorizing a comprehensive project for control and progressive eradication of obnoxious aquatic plant growths from navigable waters.

The Department of the Army has considered the above-mentioned bill. The purpose of the bill is to authorize a project for control and eradication of the water hyacinth, alligator weed, and other obnoxious aquatic plant growths from the navigable waters, tributary streams, and connecting channels in the States of North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana, and Texas in the interest of navigation, flood control, drainage, agriculture, fish and wildlife conservation, and public health, in accordance with the report of the Chief of Engineers, subject to the conditions that the States hold and save the United States free from claims for damages that may occur from accomplishment of the recommended measures and participate to the extent of 25 percent of the cost, such participation being estimated at $337,500 annually for 5 years.

The proposed report of the Chief of Engineers has been submitted to the Governors of the States and to interested Federal agencies for comment. Upon receipt of these comments, the report will be transmitted to the Bureau of the Budget for clearance. The Department of the Army suggests that the Committee may desire to defer action on authorizing legislation until the report has been submitted to Congress.

The cost to the United States is estimated to be $1,012,500 annually for 5 years.

The Bureau of the Budget advised that there would be no objection to the submission of an identical report on a companion bill, S. 3392.

Sincerely yours,

WILBER M BRUCKER,
Secretary of the Army.

Mr. Thompson, a member of this committee, requested the hearings on the problem of concern, which is a serious problem in that part of the country.

Mr. Thompson, would you like to make a statement at this time?

STATEMENT OF HON. T. A. THOMPSON, MEMBER OF CONGRESS FROM THE STATE OF LOUISIANA

Mr. THOMPSON. Thank you, Mr. Chairman, I would. I will be very brief.

First let me say I appreciate your having called this committee together to hear the testimony to be given in regard to the eradication of this water hyacinth.

A part of my district in Louisiana is one of the sections that might be classified as heavily infested with water-hyacinth growth. Al-

though this plant has existed in the South for 50 years, its spread in any 1, 2, or even 3 successive years has not been great enough to cause concern except in that particular area which was being invaded at a given period. Now, after these 50 years of creeping invasion the hyacinth has become a hazard to navigation, a menace to agriculture and destroyer of wildlife in the entire Southeastern United States. As this plan gradually progresses northward and inland we can expect increasing damages to accrue in locations which now have but a few scattered plants or even in locations which are now free of the presence of the water-hyacinth.

In the early years of the spread of the plant it was either too expensive or else impossible to eradicate the growth by existing methods. It is only within the past decade that scientific techniques have come forward which will enable us to eliminate the plant in its present habitat and prevent its spread to adjacent areas.

The Federal Government spends approximately $200,000 each year in Louisiana to keep the navigable waterways free of this aquatic pest, but the expenditure, except on rare occasions, does not get at the source of the trouble. These repeated operations not only fail to accomplish anything toward the final elimination of the plant, but they also allow plants in tributary streams to reinfest the worked areas of previous years and remain as a threat to heretofore uninfested areas.

This morning we think we have, Mr. Chairman, extremely competent witnesses. The Corps of Engineers, I know, will give the full story of their experience with this pest. Congressman Willis has appeared and he and I have both been working on the problem. As the meeting progresses I would appreciate it if you will allow Congressman Willis of Louisiana to introduce the witnesses we have after the Corps of Engineers testifies.

Mr. BLATNIK. It is a pleasure to call upon Congressman Willis.

STATEMENT OF HON. EDWIN E. WILLIS, MEMBER OF CONGRESS FROM THE STATE OF LOUISIANA

Mr. WILLIS. Mr. Chairman, I have no prepared statement, nor do I expect to make a formal statement, except to say that these bills before you supporting the report prepared by the Corps of Engineers are the culmination of many years of work trying to cope with this pestiferous plant called the water-hyacinth or water-lily.

Mr. MACK. Are these identical bills, Mr. Willis?

Mr. WILLIS. Yes, word for word, following the general tenor of the report. There may be some modifications, and there will be, on the operations of the report, but by and large the purport of the bill is to carry out the general purpose of a broad plan to eliminate the water-hyacinth. Heretofore and up to now the Corps of Engineers under present law is authorized to cope with the water-hyacinth in the interests of navigation. Quite large sums of money are expended every year in that direction, but the trouble about this limited approach is this: You might by mechanical means or by choppers clear the plant from one stream and open up that stream for navigation one year, but the very next year they bob up again. Even if you completely annihilate the existing plants they will come forward through other streams and tributaries the next year.

Some local agencies, police juries—you would call them county commissioners in Louisiana—expend large sums of money every year beyond navigation and in nonnavigable streams. But even if you succeed in eradicating them in 1 or 2 counties, or the whole 64 parishes in Louisiana, again you have done nothing because they flow from the southeastern part of the United States.

This proposal before you would broaden the treatment of the subject to the extent that the engineers in cooperation with local agencies and the Department of Agriculture and the Department of the Interior and the Department of Public Welfare would broaden the report to attack the problem wherever these water-hyacinths may be found.

I think it is in order for the Corps of Engineers to be heard, and I do not want to go into the facts on the technical aspects of the problem.

Mr. THOMPSON. I would like to state in connection with what Congressman Willis said that it has been said that if salt water did not kill water-hyacinths, today you could probably walk to Europe. That is how thick these hyacinths pile up as they come down these streams and get into the salt water areas.

Mr. BLATNIK. Off the record.

(Discussion off the record.)

Mr. BLATNIK. The next witness is Col. John U. Allen of the Corps of Engineers. Colonel Allen.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS

Colonel ALLEN. Mr. Chairman, the identical bills which you have before you, H. R. 8999 and H. R. 9001, have as their purpose the authorization of a comprehensive project to provide for the control and eradication of water-hyacinths and other obnoxious aquatic growths in eight coastal States, from North Carolina south and west to and including the State of Texas, in the interests of navigation, flood control, agriculture, drainage, fish and wildlife, public health and related purposes, at an estimated total cost of $1,350,000 for a period of 5 years, in accordance with a report of the Chief of Engineers.

The report of the Chief of Engineers was directed by a resolution from the Committee on Rivers and Harbors of the House of Representatives in 1945. This resolution directed the Chief of Engineers to investigate this problem with three objectives:

One was whether or not any expansion of the scope of operations, or any change in the method now employed for cooperating with this problem, should be made.

Two, the nature and extent of the various public benefits which would accrue from such extermination.

Three, the amount of local cooperation that may be warranted by reason of the local benefits that would accrue.

This resolution further directed that this study by the Chief of Engineers be done in full cooperation with the Department of the Interior, the Department of Agriculture, and the United States Public Health Service, because they had interests in that area. The Corps of Engineers has been in the business of coping with the water-hyacinths since 1899, when Congress directed that they proceed with a program of destruction of the water-hyacinths insofar as they af-

fected navigation or commerce. These operations since 1899, pursuant to that authority, have been limited or confined to those areas where a serious effect would result to navigation if the water-hyacinth and other weeds were allowed to grow.

Under that project authorized by the Congress, no local cooperation is required. However, various State and local agencies have a program of their own which is done independently, but in cooperation with the program of the Corps of Engineers. At the present time no authority exists to broaden the scope of this program to include the other features, such as flood control, drainage, fish and wildlife, and so on. It has been limited entirely to those areas where continued propagation of those growths would seriously interfere with navigation. That has meant at times it was necesssary to leave navigable channels in order to attack the source of these growths, in order that they in turn would not flow into and completely obstruct the navigable channels.

You have before you some photographs which illustrate a portion of the problem. They illustrate quite graphically the problem of the water-hyacinth and the alligator weed. They also show some "before and after" pictures of a bayou or a navigable channel before the treatment and after the treatment, as well as pointing out some of the equipment that is used.

The equipment is of two general types. One is a mechanical type which, by a series of choppers destroys the water hyacinth, permitting it to drop to the bottom when it is chopped up into small pieces. The other one is a chemical treatment which has come into greater use in recent years, with the advent of 2–4–D as an eradicator.

These water hyacinths, just to give you an idea of the manner in which they grow, if allowed to grow unchecked, will double in area every 30 days during the growing season, which is from May to September.

Mr. BLATNIK. Will you repeat that again, Colonel?

Colonel ALLEN. The water hyacinth, if allowed to grow untreated or unchecked, will double in acreage or area every 30 days during the growing season. That gives you an idea of the speed or rapidity with which the weed grows.

Mr. BLATNIK. Is that what we call geometric progression?

Colonel ALLEN. Yes.

Mr. BLATNIK. They double the first 30 days.

Mr. THOMPSON. They double and redouble, or quadruple, in 60 days.

Mr. BLATNIK. In 3 months you have about 16 times the area you had earlier.

Mr. ROGERS. What is the growing period you mentioned?

Colonel ALLEN. May until September.

Mr. DINGELL. Is that true in all areas, or just warm areas?

Colonel ALLEN. I would like to introduce to the committee Mr. Wunderlich, who has been working with these water hyacinths for over 20 years. I am going to ask him to respond to any detailed technical questions, because Mr. Wunderlich, together with Dr. zur Burg, who is here, probably knows everything that is known about the control and propagation of these obnoxious weeds.

Mr. NICHOLSON. Is that something like the cat-o'-nine-tails?

STATEMENT OF WILLIAM E. WUNDERLICH, CORPS OF ENGINEERS

Mr. WUNDERLICH. No, sir. It is not similar to that in that the cat-o'-nine-tails is usually anchored at the bottom and grows up through the surface of the water. This water hyacinth is a free-floating plant and is a rather bulbous plant with a stalk of lilac blooms on it. The alligator weed is a vine-type plant, anchored at the banks on dry ground and extending out over the water surface, growing at the rate of about 6 feet a month in the warm season, and in such density as to completely block a single stream.

Mr. NICHOLSON. The stream has to find another bed?

Mr. WUNDERLICH. No, sir. This is surface blockage. In times of flood, where large masses of these are broken loose and they should find an obstruction before them such as a bridge, they will then pile up and form a complete dam of the stream with the water backing up, and often overflowing small levees and creating flood problems temporarily. Normally we have to go in and break those jams by mechanical means to relieve the back pressure, otherwise they will completely block the stream from that standpoint.

In their normal growing condition, however, they are surface plants.

Mr. MACK. Colonel Allen, Mr. Thompson made the statement that you are now spending $200,000 a year in Louisiana alone on the project of getting rid of the water hyacinth. How much money is the Army engineers spending in all eight coastal States?

Colonel ALLEN. Our total expenditures over the last 5 years have approximated $305,000.

Mr. MACK. In the eight States?

Colonel ALLEN. Yes, sir. The only other work that is being done is in the State of Florida in the Jacksonville district, with the bulk being done in the New Orleans district.

Mr. MACK. If this bill is enacted into law, that particular expenditure would no longer be necessary, but this money would take care of the entire problem?

Colonel ALLEN. No, sir. This report recommends an additional program of the extent I mentioned be authorized in addition to the maintenance function which we are now performing.

Mr. MACK. Then the cost to the Federal Government would be $1,012,500, plus the amount of money you are now spending?

Colonel ALLEN. That is correct. With the added proviso, as I will discuss later, that 25 percent of the cost of this additional program be borne by local interests.

Mr. MACK. I think I made provision for that in cutting the amount of $1,350,000 down to $1,012,500.

Colonel ALLEN. That is correct. You did.

Mr. MACK. So it would cost approximately $1,350,000 a year for a 5-year period for the Federal Government to carry out this proposed program.

Colonel ALLEN. That is correct.

Mr. MACK. Did the Army engineers contemplate that this would eliminate this pest entirely for all time, or would this require a continuing program?

Colonel ALLEN. No, sir. We contemplate upon completion of this 5-year period a report to the Congress on the results of this intensive attack on the weed, with the recommendation that it be continued or

discontinued, or whatever we determine as a result of the work and progress made at the end of the 5-year period. We hope this intensive experimentation and attack will result in substantial increase in our knowledge and ability to handle and cope with this problem.

Mr. MACK. I read the report of the Army engineers on this project and I thought it was rather indefinite. Are you making a positive recommendation that one of these bills be approved?

Colonel ALLEN. Yes, sir.

Mr. MACK. Is it approved or is it not approved by the Bureau of the Budget?

Colonel ALLEN. The report itself has not reached the Congress. It has been completed and acted on by the Chief of Engineers and submitted to the Federal agencies and States for comment. I will enumerate the comments of the various States, but the next step would be for the Chief of Engineers to send it to the Congress through the Bureau of the Budget. That has not been done but it is contemplated it will be done very soon.

Mr. BLATNIK. Off the record.

(Discussion off the record.)

Mr. MACK. Colonel, how long do you anticipate it will be before the Bureau of the Budget will make a report to this committee?

Colonel ALLEN. We would expect to send this report, together with the State comments, to the Bureau of the Budget within a week. I cannot speak for the Bureau of the Budget as to how long it will take them to process it to the committee.

Mr. MACK. Probably it will not take a very long period of time if the committee urgently requests it. It is mentioned in the bill that this will contribute to the public health. In what way?

Colonel ALLEN. There are some areas where this encourages the growth of mosquitoes. That is one item. In some areas—and in those specific areas I do not know of—there may be some interference with water supply. Perhaps Mr. Wunderlich can add to that.

Mr. WUNDERLICH. In some parts of Louisiana the entire water supply used by the people comes from the bayous and local streams, or cisterns. Hyacinths are a health menace to streams. The increase the number of water-hyacinths in these streams brings about a using-up of some of the oxygen and prevents oxidation of refuse which goes into the streams, which brings about a polluted condition. The Public Health Service tells me that that is detrimental to the health of people living in the communities along these bayous and streams in the lowlands.

Mr. MACK. Does this growth in the water tend to consume the oxygen in the water, and thereby cause fish to die?

Mr. WUNDERLICH. It will if it is there in sufficient quantities. When it becomes tightly packed, as some of the pictures indicate, it will use up enough oxygen to cause the fish to leave or those trapped in there often die.

Mr. MACK. You mentioned benefits to wildlife. What wildlife exists in that area other than fish?

Mr. WUNDERLICH. More recently there was the introduction of the nutria, which is a fur-bearing animal. There is the muskrat in lower Louisiana, which is a tremendous profit-making enterprise. Then, of

course, we have deer and other wild animals which are used for sporting purposes.

Mr. MACK. That is all, Mr. Chairman.

Mr. DINGELL. And a tremendous number of ducks are in that area too.

Mr. WUNDERLICH. Yes, sir. We are on the flyway for ducks. When you have these large bodies of water normally occupied by the ducks as resting ponds and they are filled with water-hyacinths, there is no place for the ducks to come in. Again, the drifting of the weeds from side to side under wind conditions will destroy a lot of food that the ducks seek out. Also, the ducks bypass the area and find food and resting places elsewhere.

Mr. ROGERS. Mr. Chairman.

Mr. BLATNIK. Mr. Rogers.

Mr. ROGERS. Have you any program as to how money will be spent in the division of the funds among these States? Have you had time to give it thought?

Colonel ALLEN. No, sir. We have not. That will be dependent, to a large extent, on the ability of the States to cooperate if this bill is enacted. Some States have commented, one in particular, that they are undertaking to get legislation in their own legislatures, but we will be guided to some extent by the ability of the States to meet their share of the local cooperation required.

Mr. ROGERS. What would be their share?

Colonel ALLEN. The share is established in the Chief of Engineers' report to which the bill refers as 25 percent of the cost of the additional program. So of the 8 States involved it will be on the order of $337,500 for the 8 States.

Mr. ROGERS. Total?

Colonel ALLEN. Yes.

Mr. ROGERS. Thank you.

Mr. THOMPSON. Colonel, could you touch on the implication so far as industry is concerned? Industry uses the navigable waters to a great extent and I would like to know what is the additional cost to our vessels plying these waters by way of additional cost of operation because of the pressure created, and also the cost of maintenance through the entanglement of these growths in the propellers of the ships, which requires cleaning them out at various intervals.

Mr. WUNDERLICH. That is a somewhat difficult question to answer in that we cannot evaluate in dollars and cents the loss involved to navigation. However, we have been told by the towing interests that it would increase their cost of operation by as much as 10 percent in some cases, and when those towing people are operating on a margin of only a very small percentage of profit, it means many of them would have to go out of business completely.

In evaluating some of the damages we had to take into account that navigation could be brought to a complete halt by hyacinths. If that were the case, only the heaviest of equipment could force its way through and many of the lighter pieces of equipment now plying these streams would have to go out of business, and in time, because of the rolling effect of these hyacinths under the water, even heavy equipment would have to come to a halt. So in evaluating a loss you would have to go somewhere from complete shutdown of all transportation

to a lesser amount. We assume that reasonable amount would represent about 10 percent over and above the cost of operating in clean water.

Mr. BLATNIK. Are there any further questions? Colonel Allen, do you have anything further?

Colonel ALLEN. I was going to continue, Mr. Chairman, to point out the comments of the various Federal agencies and States to which this Chief of Engineers report has been referred.

The Chief of Engineers, as I mentioned before, has recommended the adoption of this project at an estimated cost for 5 years of $1,350,000 a year, with the proviso that the States hold and save the United States free from claims and participate to the extent of 25 percent of the cost of the additional program.

In determining the cost to local interests of this program it was very difficult to produce, because the benefits cut across a number of Federal policy lines with respect to the ratio of Federal versus local interest. In the case of navigation, it has been 100 percent Federal; in the case of some agriculture and fish and wildlife they have been 100 percent local. So a weighted average of the benefits according to these various features for which the Government, that is, the Federal Government, assumed some responsibility, produced a figure in the order of 25 percent. There is nothing precise about that, but it was the best way we had to attack and arrive at the degree of local cooperation, because it is definitely recognized that there are some local benefits.

Mr. BLATNIK. Colonel, have the States agreed to their participation?

Colonel ALLEN. I will come to that right now, Mr. Chairman. The Chief of Engineers' report was forwarded to the Department of Agriculture as one Federal agency with an interest. They offer no objection and concur with the basic recommendations contained in the Chief of Engineers' report. The Department of the Interior commented favorably on the report and made this suggestion: They suggested that consideration be given to extending the scope of this aquatic weed-control program to include water chestnut infestations in the navigable waters of Virginia, Maryland, and New York.

The Department of Health, Education, and Welfare, Public Health Service, commented favorably on the bill and suggested that necessary research and preliminary demonstration might be done largely at Federal expense.

The State of Alabama had no adverse comments on the report.

The State of Texas states:

> It is our conclusion that the recommendations made in such reports are meritorious and we concur in them wholeheartedly. Inasmuch as it is now contemplated that the States will bear approximately 25 percent of the cost of the program, we would request that an appropriation be made by the legislature to this board with authorization for us to cooperate the program.

That was signed by the chairman of the Board of Water Engineers for the State of Texas.

The State of Florida stated as follows:

> The State of Florida hereby concurs with the findings and recommendations of the Chief of Engineers for this project.

The State of North Carolina said:

We are very much in accord with the report and would be glad to offer our services in any way you might desire in order to carry out this full program.

The State of Georgia concurs in the findings of the report and the Georgia Game and Fish Commission states it is very willing to cooperate in its share with the other State departments toward the 25 percent of the cost.

The Chief of Engineers received a telegram from Mr. Calvin T. Watts, the director of the Department of Public Works of the State of Louisiana, which states that the State of Louisiana approves the general objectives of H. R. 9001, which in turn refers to the Chief of Engineers' report.

A similar telegram was received from the State of Mississippi.

The only State from which no comment was received is the State of South Carolina.

Mr. BLATNIK. Are there any questions on my right?

Mr. DINGELL. May I ask just a couple?

Mr. BLATNIK. The gentleman from Michigan.

Mr. DINGELL. I think this is a very fine program. I am anxious to help in any way possible, but, Colonel, you mentioned something that indicated to me that there is a possibility States other than those enumerated in the bill are affected. I know this water hyacinth has been found in the Potomac River during recent times, and I know it is found throughout the waters of Virginia. Is there any possibility of this thing becoming a pest up here?

Colonel ALLEN. The obnoxious growth found in the Potomac is the water chestnut, which roots in the bottom of the river, whereas the water hyacinth grows on the surface. It is, however, an obstruction, but it is not included in this bill.

Mr. DINGELL. Does this water hyacinth extend to States other than the 7 or 8 States mentioned in the bill?

Mr. WUNDERLICH. It may extend slightly north of the line indicated there, but in small quantities. Usually it is brought in by some individual and put into a fish pond and allowed to propagate during the warm season. However, under the very severe winters that we have in the North it is not apt to propagate at the same rate as it does down in the subtropical climate of the South. It will grow during the winter. However, if ice forms in sufficient depths to completely encase the floating underwater section of the plant, then it will die. That is the bulb of the plant.

There has been a mistaken viewpoint that these plants die during the winter. Merely the top surface browns off and decays. However, the root from which new life stems remains in a dormant state to come up with the next spring weather.

Mr. THOMPSON. I believe the colonel could indicate whether this is right: I believe last year there was a bill that was passed which authorized a study of the damages done and the means of eradication of the water chestnut. Are you familiar with that?

Colonel ALLEN. Yes, sir. I have a copy of our report to the committee on that. H. R. 6686 provided for preliminary examination and survey by the Secretary of the Army for the purpose of controlling water chestnut infestation in the upper Chesapeake Bay tributaries. That report was submitted to this committee. We made no estimate as to the cost, but we offered no objection to its enactment.

I would like to point out that we do have an existing authorized project for waterchestnut control on the Potomac. I think it was authorized in 1950.

Mr. BURNSIDE. Do we have any waterchestnuts giving trouble in the Kentucky, West Virginia, Ohio areas?

Colonel ALLEN. I know of none. That waterchestnut, to my knowledge, is causing a problem in the Potomac, the Chesapeake, and the presence of waterchestnuts is reported in upper New York along the Mohawk and upper Hudson areas.

Mr. THOMPSON. Perhaps it should be emphasized on page 2 of the bill the amount is $1,350,000. It should be emphasized for the record that the States will pay 25 percent of this total cost. I think that is what Mr. Mack had reference to.

Mr. MACK. Yes; $5 million is the total Federal cost.

Mr. DINGELL. I do not see in the bill where it says the States will participate. That is one question I was going to ask.

Colonel ALLEN. Other than by reference to the Chief of Engineers' report which carries that recommendation, Mr. Dingell.

Mr. THOMPSON. There would be no objection to clarifying that language if an amendment could be prepared just to insert the words specifically, instead of only referring to the report on that. There would be no objection to that if it would satisfy the purposes.

Colonel ALLEN. It will certainly clarify it.

Mr. BLATNIK. I think it would be advisable to clarify that.

Mr. CRAMER. Will the gentleman yield on that point?

Mr. THOMPSON. Yes.

Mr. CRAMER. Is it understood all of the States involved have adequate authorization to permit them to make the contribution?

Mr. THOMPSON. The States have indicated, as I believe the colonel stated, that they approve this plan and will go along with it, indicating they do have authority.

Colonel ALLEN. In a few comments they indicated some action of their State legislature would be necessary to enable them to comply with this. In one instance they indicated some action to the State legislature would be necessary in order for them to comply with the hold and save from damages provision, but in no case have they nonconcurred with the provisions in any respect.

Mr. CRAMER. But in some instances it would require steps to be taken toward enactment of legislation in the State?

Colonel ALLEN. Yes, sir. I am not aware of which States, since only one State commented on that requirement.

Mr. BLATNIK. They would have to participate in compliance with the requirements in the report before the Corps of Engineers would undertake the project in that State.

Colonel ALLEN. That would be necessary; yes, sir.

Mr. CRAMER. That is the very point I am getting at. I think the States should not be necessarily limited. I am in favor of the program and it seems to me you may be denying some States the program at least until their legislature meets next year.

Is it true also, Colonel, that the present program does not require State participation? Is that right?

Colonel ALLEN. That is correct, sir. The present program is entirely federally sponsored in the interests of navigation. However, as I

pointed out, some States are carrying out independent but cooperative programs with the Corps of Engineers in that area.

Mr. CRAMER. Do you know whether the State of Florida has a cooperative program or not?

Mr. WUNDERLICH. Not definitely.

Colonel ALLEN. I have no knowledge of it.

Mr. CRAMER. Florida does not have statutory authorization either, does it, for spending State funds for this purpose?

Colonel ALLEN. They made no comment in their report with respect to that.

Mr. CRAMER. It is my understanding they do not. I want to point out I am very much in favor of this program, and I think it is essential. Perhaps as an example of how important it is to one small segment in one State, I want to show you here a series of petitions I recently received with regard to the Withlacoochee River, in which there are in excess of 400 signatures, which came in unsolicited, from the standpoint of the necessity of having this year an additional eradication program as compared to what has been done in the past by the Army engineers.

As to the Withlacoochee River, would that not be classified as one of the areas in which there is a great deal of infestation of water hyacinths?

Mr. WUNDERLICH. Yes, sir. I have seen some of that, and it is quite dense in that part of the country.

Mr. CRAMER. I tried to go fishing a little while ago and you could hardly get by in a fishing boat. It is supposed to be a navigable river, up to a certain point at least. The estimate is that through 1956, the Corps of Engineers spent $30,949—according to the information I received the other day—on water hyacinth eradication in this 1 stream alone.

I understood also that there are considerable hyacinths in the St. Johns and the Intracoastal Waterway across the State, in the South, and along the Intracoastal Waterway along the Atlantic coast. Is that correct?

Mr. WUNDERLICH. In the State of Florida—the last information I have is that at Palatka, on the St. Johns, there was considerable infestation. In fact, it became a subject of some national publication.

As to the Intracoastal Waterway in Florida, I cannot testify, as I do not know. Along the Louisiana stretches of the Intracoastal: We give that high priority, in that we fight the infestation back in the feeder areas to prevent it from getting out into the Intracoastal Waterway. In the past 6 to 8 years there has been no appreciable amount of water hyacinths in the Intracoastal Waterway as a result of these activities. However, if we were to stop, it would only be a matter of several weeks before that body of water would be completely covered.

Mr. BLATNIK. Mr. Wunderlich, is that a continuous process? I notice in the bill we have a limitation of 5 years and an amount of approximately $1⅓ million annually is provided. Is this a continuous process, where every season you will have to repeat the eradication process in those same areas?

Mr. WUNDERLICH. Mr. Chairman, in that respect we would say this: As carried out at the present time it is a repetitive process. We must keep at it at all times, 12 months a year. We set up a 5-year period

there so that we could have this intensive drive over that period of time. We feel we will have adequate control, at least, and we will have very definite ideas at the end of this time as to how much work will be required. We feel with such a drive and with the gains we have made thus far that at the end of this period we will be able materially to reduce the expenditure of funds to maintain and hold the gains that we will have achieved in that period.

Mr. CRAMER. Are you familiar with the recent flood that took place in and around the Withlacoochee River 2 years ago?

Mr. WUNDERLICH. No, sir. I am not. Only newspaper accounts of it.

Mr. CRAMER. Are you familiar with that at all, Colonel?

Colonel ALLEN. No, sir. I am not.

Mr. CRAMER. Is it possible that the water-hyacinths contributed to any appreciable extent in backing up the water there?

Mr. WUNDERLICH. It could have. It has done that in Louisiana in the past and there is no reason to believe that meeting with obstructions in the stream it could not pile up and jam it up and make itself into a complete and solid dam. It is very possible it would contribute seriously to flood conditions.

Mr. CRAMER. There is so much of that in that river. As I say, it is a wide river, 300 or 400 feet wide in some places, and yet you can barely get through it with a rowboat.

Mr. WUNDERLICH. That is right.

Mr. CRAMER. To show you the extent to which the water-hyacinths can take over: It is 300 to 400 feet wide and you can still barely get through the river. It is supposed to be a navigable river, but it has completely destroyed—at least to a large extent—the sports fishing in that area, which was one of the most important sports fishing areas in the State of Florida.

Mr. DINGELL. Will the gentleman yield at that point?

Mr. CRAMER. Yes.

Mr. DINGELL. There is no mention in the bill of these other Federal funds being expended. As I see it, in the bill there is no mention here which says this is to be over and above the other Federal funds in the other Federal program; which is, I assume, to be continued.

Colonel, or maybe our counsel here will be able to answer this question. Would it be wise to state in the bill specifically that this is to be over and above any other existing Federal program for the control of these pests?

Colonel ALLEN. It would help to clarify it, Mr. Dingell. Of course, the Chief of Engineers' report specifies it is an additional program, but, in the interests of clarification, I believe it would be in order.

Mr. THOMPSON. If I may—we might suggest, Colonel, you could send up two amendments, the first amendment clarifying the State participation, and perhaps when the committee goes into executive session it will have those before it for consideration. Would that be helpful?

Mr. BLATNIK. Yes.

Mr. TIERNEY. The Corps of Engineers could prepare an amendment with respect to the 25 percent participation, as well as the clarification of the language with respect to the funds as indicated by Congressman Dingell. Then the committee will have that amendment before it when it goes into executive session and may adopt it at that time.

Mr. CRAMER. Mr. Rogers asked a similar question, but I did not quite understand the full answer. How are these funds going to be allocated? According to the need in the different States?

Colonel ALLEN. It will be a program which will have to be worked out between the States and the Corps of Engineers, dependent to some extent on the ability of the States to go along with the 25 percent. It will be up to the Corps of Engineers to allocate the funds made available to the other areas which it considers to be most serious.

Mr. CRAMER. Then, in effect, it will be on the basis of need?

Colonel ALLEN. Yes, sir.

Mr. CRAMER. I wonder if it would not be well to inject into the act itself that that should be the standard of how the allocation of funds is made; that is, on the basis of need, just as in the highway legislation, so that there will not be any argument with the States or the Corps of Engineers as to their getting a fair share. Obviously there are a lot more waterways in some States than in others. Would there be any objection to that sort of amendment to the bill?

Colonel ALLEN. I know of none, Mr. Cramer. That was the basis on which the Chief of Engineers would proceed in his administration of the program anyway.

Mr. THOMPSON. I certainly have no objection to that clarifying language.

Mr. CRAMER. I think it helps to get the Army Engineers off the hook, because otherwise one State can say, "Look, you spent $100,000 in Georgia last year and only $50,000 in our State. How come? You are not complying with the law." I know it is a serious problem in some States and not quite as serious in some others in the South. Is that correct?

Colonel ALLEN. That is correct. On the other hand, it might be found over the period it is best to attack some of these areas first where it is just beginning to grow, so as to prevent a larger expenditure later. There are a number of ways in which it will have to be attacked.

Mr. CRAMER. Under the need formula we can give funds to the other State that year.

Colonel ALLEN. Yes, sir; it will be up to the definition as to what is need.

Mr. CRAMER. I think it would be wise.

Mr. THOMPSON. Would Mr. Cramer prefer that the Corps of Engineers prepare it and submit it to the committee?

Mr. CRAMER. Yes.

Mr. THOMPSON. I do not think Congressman Willis will have any objection to that either.

Mr. ROGERS. Does the Corps of Engineers have any objection to it?

Colonel ALLEN. I know of none, Mr. Rogers. I appreciate the desire as Mr. Cramer put it, to get us off the spot, but we are never off the spot, regardless of how we define it.

Mr. DINGELL. Will the gentleman yield?

Mr. ROGERS. Yes.

Mr. DINGELL. Apparently these things are still in the stage of spreading. It occurs to me we ought to have some intelligence as to how these things spread. I certainly would like to know. Exactly in which way do these things move from stream to stream and one body of water to another? Is it by means of birds, or people, or what?

Mr. THOMPSON. I think if Mr. Wunderlich can tell how this water-hyacinth problem started in the South it will be a very interesting story.

Mr. WUNDERLICH. In 1884 they were introduced at New Orleans at the cotton exhibition as a horticultural exhibit from Venezuela. They multiplied terrifically in the ponds there at Audubon Park and people asked for samples of them, and they were very willingly given the samples. They carried them to other parts of the State and planted them in their fish ponds, and so on. With their rapid rate of propagation it soon crowded out the fish ponds, and usually they pitched them out with a pitchfork and threw them into larger bodies of water to get them to drift out. Then the larger bodies became infested. That was man's distribution of it.

Along about that time a visitor to Louisiana was a gentleman from Florida. He saw these beautiful plants and secured several samples and took them back to Palatka with him and put them in a hothouse. As soon as he raised a sufficient number of plants he gave them to the city of Jacksonville to beautify the St. Johns River, and Florida was on its way to a similar problem.

As to getting from one body of water to another, often we make an excavation that has absolutely no connection with any other body of water. In due time we find hyacinths in there. That is due probably to the seed being carried. Usually water birds will have them entangled in their feet. The seed is microscopic in size, about the size of the head of a pin. Or else turtles, or snakes, or frogs, or other animals, will pick them up on their scales and carry them to a new body of water. The seeds approximate some 40 million per acre per year. Out of that about 5 percent will grow almost immediately under favorable conditions. The balance will sink to the bottom of the stream and lie dormant until such time as the top surface vegetation is pulled away and some light and heat filters through to them, and up they come again. So you have propagation both from the plant and the seed. Therefore you have the possibility of spreading by animals, by fish, and most certainly by man.

I was told just this morning one of the gentlemen here in Washington had purchased 3 or 4 of these for his fish ponds and had them in his fish pond. They will multiply during the warm season and be thrown away at the end of the season. Certainly they are spread by man.

Mr. ROGERS. I think it is very appropriate that the two gentlemen from Louisiana introduced this legislation. I think probably, though, they are putting a little burden on the rest of the United States, whereas it probably all ought to be on Louisiana, since they started the whole thing. I think they should probably pay for the whole program for the rest of the States, since they started it.

Mr. THOMPSON. I think we should ask the State Department to make Venezuela pay for it.

Mr. BURNSIDE. Do we have a statute restricting people to carry these in interstate commerce?

Mr. WUNDERLICH. I know of no statute of that kind. As early as the early forties I was in touch with the Department of Agriculture, when we learned in Louisiana certain people were advertising for the purchase of these things in California. I checked with the State

and we couldn't stop the exporting of them. Then I checked with the Department of Agriculture and they sent Mr. Kephart down to look into the matter. He made a statement that the Department of Agriculture could not control the shipment of these plants and only the State involved could prevent the import. Since the State at that time was not interested in preventing the import, they built up a nice problem for themselves.

I think it would be wise if such legislation were on the books, and I certainly think the various States involved should prepare legislation for it.

Mr. DINGELL. Will the gentleman yield?

Mr. BURNSIDE. Yes.

Mr. DINGELL. Let me direct this to the Chair, if I may: Would it be a wise thing for us to include such an amendment to forbid the transportation of such plants in interstate commerce, and also forbid the carrying of advertisements of these particular plants for transportation in interstate commerce? Would it be proper to include that as an amendment to this bill?

Mr. BLATNIK. I would have to have the opinion of counsel on that, because we may go beyond our scope.

Mr. TIERNEY. I do not see any objection to the language being included. I do not know what reaction you will get from any different plantlife of different kinds which may be engaged in that particular thing at the present time, but that is something you would have to consider as to what the objections might be. However, the language could very well be inserted in the bill.

Mr. BLATNIK. Without consulting the Department of Agriculture and the House Committee on Agriculture?

Mr. THOMPSON. Mr. Chairman, as meritorious as that suggestion is, and I would certainly be willing to go along with such legislation because I think it should be introduced and passed, still at the same time because of the emergency nature of this situation in combating the growth of this water-hyacinth, I would hate to see language come in o the legislation which might tend to delay the action taken by the Senate on the same bill. By doing that, it may delay us 1 year in our whole program.

Mr. BURNSIDE. It looks to me like it might be a proper procedure to go on with this bill and then ask the Army engineers in conjunction with the Department of Agriculture to prepare such a bill for later introduction.

Mr. TIERNEY. If I may suggest, it might be better to introduce an independent bill which would be referred to the committee which would have jurisdiction of that particular matter.

Mr. BLATNIK. Right.

Are there any further questions?

Mr. MACK. Colonel Allen, have you adequate authority now to take care of the waterchestnuts in the Potomac?

Colonel ALLEN. In the Potomac; yes, sir. Not in the Chesapeake Bay or its tributaries other than the Potomac.

Mr. MACK. Would it be a rather expensive undertaking to take care of the Chesapeake Bay waterchestnuts?

Colonel ALLEN. It was attacked very vigorously shortly after its authorization in 1950, and since that time operations have been at a reduced scale.

Mr. CRAMER. Colonel, I see here obviously your activities have to be limited to navigable waters and tributaries, and so forth. I wonder if there is not some way, or do you think the provisions of this act are broad enough when we take in tributaries and streams in connecting channels and allied waters, and so forth? As I understand it, these come downstream. It is not any good to clear it out of the navigable portion if you do not do something about the upstream portion as well. Again I am thinking of the Withlacoochee, in which only the first 12 or 15 miles is navigable and the balance of the Federal channel is non-navigable, but the feeder area is the upper part as far as this plant is concerned. Do you think this is broad enough to treat that upstream portion?

Colonel ALLEN. Yes, sir. We do. That has been the difficulty with the authorization we have thus far, because we had to relate it entirely to navigable channels and their immediate feeders or tributaries. This, Mr. Chairman, would include authority to go beyond that point.

Mr. CRAMER. This is much broader?

Colonel ALLEN. Yes.

Mr. CRAMER. That is the point I wanted to make. Thank you.

Mr. BLATNIK. Are there any further questions?

(No response.)

Mr. BLATNIK. Thank you, Colonel Allen, and Mr. Wunderlich.

Mr. Thompson, do you have any other witnesses?

Mr. THOMPSON. Yes, sir, Mr. Chairman. We do have two distinguished gentlemen from Louisiana who would like to make a short representation, I think. I will defer to Congressman Willis of the Third District and ask him if he will introduce the witnesses.

Mr. WILLIS. Mr. Chairman, we have with us Prof. F. W. zur Burg. Dr. zur Burg is dean of the School of Engineering of the Southwest Louisiana Institute, located in my district, who has done a great deal of research on this problem. He is not going to take very long, but I would like to have you have the benefit of his views in the record. Actually, with all these amendments of the bill, as I have noticed, the title of the bill should be broader than it is. It stops with navigable waters, but that is a question of styling and I do think it should be for other purposes, and so on.

I would like to introduce Professor zur Burg.

By the way, Professor zur Burg, while you were talking about the advisability of a prohibitory law with reference to transportation of this pest in interstate commerce, told me on the side that such an approach would be almost as valuable as this bill itself.

I would like for you to have his views on that.

STATEMENT OF DR. FREDERICK W. ZUR BURG, DEAN OF THE SCHOOL OF ENGINEERING OF THE SOUTHWEST LOUISIANA INSTITUTE

Dr. ZUR BURG. Mr. Chairman and members of the committee, being a college professor, of course I am long winded, so I have written out a statement on this, and if I might we would like to introduce it.

Mr. BLATNIK. Without objection, the prepared statement may be made a part of the record at this point.

(The document referred to is as follows:)

Almost any inhabitant of the coastal area of the southeast section of our country is well acquainted witht he plant known as the water-hyacinth. This beautiful flowering plant was introduced into the United States as an ornamental in the year 1884. Since its introduction, the plant has multiplied to such an extent that it now virtually blankets our great water areas which were once useful and productive in the economy of that section of the country. At the present time the water-hyacinth continues to spread and those areas which now experience only a few scattered plants during the season may, in the future, expect to find their waterways jammed with this noxious growth.

The water-hyacinth reproduces principally by vegetative growth. A given number of plants can double their number within 10 days, and under ideal growing conditions 10 plants may propagate to such an extent as to cover an acre within 10 months. The water-hyacinth is also capable of reproducing from seed.

The water-hyacinth is a true aquatic plant. It floats on the surface and its roots reach deep into the waters. In some instances, it is possible to find as many as a half-million plants per acre of water area. These plants form continuous mats over the surface of the water and the vegetation is so dense that, at times, it is possible to actually walk on the growth.

The result of this mass vegetation is detrimental to the economy of the southern section of that country a number of ways. First, it is obvious that it becomes impossible for small craft to move through the waterways and thus communication is hindered. The transportation of crude oil by barge is materially hindered and in instances inhabitants of such areas have been cut off from medical help and from their very source of food supply. It has been reliably estimated that the total losses due to the water-hyacinth in the State of Louisiana alone amount to over $35 million per annum. In addition to the hindrance to transportation just mentioned other losses that might be mentioned are: First, those affecting agriculture. In many cases these plants form obstructions in streams and drainage canals. As a result, water floods over cultivated land and crops are destroyed. Another source of loss that might be mentioned is that of the destruction of wildlife. Covering the surface of the water as they do, the hyacinth almost completely prevents the natural aeriation of the water and thus destroys fishing grounds. Again, these plants in hindering drainage, cause water to stagnate and become a breeding ground for such things as mosquitoes and thus affect public health.

As, in counteracting any other infection, the only logical method which could be used to eliminate the water-hyacinth would be to attack the infection at its source. Little is accomplished when the plants are destroyed in the larger bodies of water, such as the intracoastal canal, for the hyacinths breed in the feeder streams and thus the navigable waters are continuously reinfected by those shallow water sources flowing into the larger bodies of water. Again, it would be illogical to attempt to eliminate the hyacinth in a restricted area. This is particularly true in the lower Mississippi Valley for the river system there is more of a distributory system than a tributary system, that is, many streams flowing in a given direction one day, have by the next day often altered their direction of flow. The problem then must be approached not as a local problem but as a problem involving the entire area in which the hyacinth lives.

The first Federal authority concerned with the elimination of the water-hyacinth was enacted in 1902. In the first attempts to destroy the hyacinth the plants were sprayed with a caustic arsenic solution. This solution, which was sprayed on the plants certainly destroyed the hyacinth; however, the chemical being caustic and poisonous, was extremely hazardous, not only to humans but also dangerous to cattle and other livestock. Later on, as the hyacinth continued to spread, other methods of destroying the plants were invented. These methods, developed by the Corps of Engineers, might be broadly classified as mechanical in nature. In one of the mechanical methods, a floating conveyor was used to lift the plants from the water and deposit them on the banks. Another mechanical method consisted of a boat provided with numerous rotating saws which were designed to shred the plant. Due to the fact that a certain percentage of the rhizones of the plants escape the shredding action, a complete destruction cannot be expected; however, this saw boat was capable of opening passages through the matted vegetation in order to allow navigation to temporarily pass. Another mechanical device consisted of a roll crusher mounted on a boat which pulped the plants. Kill with this device was better but the operation was expensive.

At the school in which I am employed, namely, Southwestern Louisiana Institute, there has been considerable interest in the water hyacinth since 1943. In late 1944, we instituted a program designed to study the feasibility of using certain new organic herbicides, which were known to be relatively nontoxic to animals. At that time, there were being developed many new organic compounds which were known to have herbicidal properties. By the spring of 1945, we had developed a sure and safe method for the control of water hyacinth. Subsequently, we, at the institute, became associated with the New Orleans district of the United States Corps of Engineers and with the United States Department of Agriculture. Cooperating with these agencies, the basic principles were extended and in late 1947 were found to be sound and workable. The combined work of the agencies interested in this problem was submitted as a review of reports on the water-hyacinth problem, as House Document No. 91 to the 55th Congress in 3d session. The date of issuance of this report was November 1948. Probably one of the most satisfactory discoveries made was that the cost of destroying the hyacinth by the new chemical method proved to be a cheap weapon. Where the cost of mechanical destruction approximated $43 per acre, the chemical method approximated $17 per acre, or only 40 percent of the old mechanical method. The new chemical method was safe for operating personnel; also, the new chemical method could be expected to give almost 100 percent kill when applications were made in the proper manner. The chemical method again offered advantage in that the spray equipment could be utilized in very shallow waters, or even, over the land to destroy the hyacinth in its breeding place. At the present time, a combination of the mechanical techniques with the chemical method are being satisfactorily utilized in the South.

The Corps of Engineers, New Orleans district, and other agencies had put the basic principles involved in this into operation by 1948; however, sufficient funds to carry out the eradication of the hyacinth over any extended area of its habitat were not available. In some areas where control is possible within the limit of available funds; that is to say, in a limited area where the feeder streams can be treated along with the main bodies into which these feeders flow, the elimination of the water hyacinth plant has been remarkably successful. In these locations fish life has reappeared and hazards to navigation and agriculture have been eliminated.

The elimination of the water hyacinth is truly a technical problem and cannot be left to the haphazard whims and opinions of widely scattered individuals and communities. The reasons for the spread of contamination over an area have been mentioned.

The direction of flow of involved streams must be studied and care must be exercised to see that treated areas are not recontaminated by untreated areas, also, the season of the year in which the operation is being carried out must be considered. Again, it is important to utilize in any given location that technique which is most economically suited to the terrain.

There are so many technical aspects to this problem that I will not take your time to mention them now. However, many people have studied this problem for approximately 12 years and, I believe, I am safe in saying that with sufficient funds, and with proper control and coordination the problem can be solved.

Dr. ZUR BURG. I believe the Congressman from Louisiana and the Army engineers have about scooped me on what I would say normally, but I notice there are several members of the committee who are from the Gulf Coast States and, of course, they need no introduction to the water hyacinth. The hyacinth plant, of course, almost completely covers the coastal area of that whole section which is mentioned in this bill. It has been estimated there is roughly $35 million worth of damage in Louisiana alone. Certainly the amount which we are being asked for here would be a small sum compared to the amount of annual damage. This estimate was made principally by the United States Department of Agriculture.

One of the interesting things about what is proposed is that up until 12 years ago it would not have been possible. You wonder why in 50 years something has not been done, and why the spreading was not stopped 40 years ago. The answer is that it was simply not pos-

sible. The older methods employed sprays, which were highly toxic to human beings, and animals. Mechanical devices could not get back into the feeder streams. Then in the past 12 years organic herbicides have been developed which make this thing a possibility now. It is not only possible, but I might say here where we have had sufficient funds in local areas which are more or less isolated from the tributary system of the lower Mississippi, we have actually been able to go in and the Corps of Engineers has gone into a number of places and done an excellent job, not in controlling the hyacinths, but you might say in eliminating it. So it is no longer a theoretical possibility, but is something that should be done or can be done, I might say.

Of course, the program is not local. It is areawide, again because of the nature of the country. We do not have these tributary systems, but more or less a distributory system, with streams flowing one way one day and the other the next day, which may carry the source of infection. Therefore, if you do not include all areas or work all of them simultaneously, regardless of State lines, you cannot accomplish very much.

As I say, I do not have much more to tell you. One of the gentlemen mentioned the fact, as Mr. Willis did, that it would be desirable to prevent the transportation of these plants. I do not know anything about the mechanism of how Congress would do such a thing, but I think that would be as valuable to us in preventing this growth as anything else you could do.

I could talk on for 2 or 3 weeks on this. I have been involved in it for a number of years, but I think the summary points have all been brought up by my predecessors, so I will quit unless you wish to ask me some questions.

Mr. BLATNIK. Professor, what is the most effective way of eradication now used?

Dr. ZUR BURG. The most effective method at present is by the use of a chemical known as 2–4–D. That is a trade name. It is a herbicide which is absorbed in the leaves of the plant and distributes it to all of the growing parts of the plant. Either it or some of its derivatives, I might say, are the most effective means. Not specifically one thing, but there are a number of derivatives of this thing that are used.

Mr. BLATNIK. Is that the method being used at present?

Dr. ZUR BURG. That is what I referred to when I said in the past 12 years the thing has become possible, but prior to that time it was not possible to eliminate it.

Mr. BLATNIK. Does it have any effect on other aquatic life, like fish or ducks?

Dr. ZUR BURG. It destroys the so-called dicot plants. It has no effect on fish or other animals. It has no effect on human beings and we regard it as nontoxic. The amount used per acre to get effective results on water hyacinths is only 2 or 2¼ pounds, which means you are spreading it mighty thin, and it is harmless.

Mr. BLATNIK. And your costs in machinery and manpower are far less than any mechanical means?

Dr. ZUR BURG. Certainly. Yes, sir.

Mr. DINGELL. Is there any beneficial use that these water hyacinths can be put to at all?

Dr. ZUR BURG. No, sir. There is none that we know of.

Mr. DINGELL. Is there any industry in marketing or selling these things?

Dr. ZUR BURG. You mean is there any interest in marketing them as ornamentals?

Mr. DINGELL. Yes.

Dr. ZUR BURG. It has been done, but I think most of us now—I believe someone shipped some to the North, but that does not particularly worry us because they freeze out in places like Minnesota and places like that. I have heard of an enterprising outfit that does ship them at a dollar or so a plant, or something like that. But they are beautiful plants—they really are. I know one case where the things are being marketed as ornamentals.

Mr. DINGELL. There is no use for these things at all?

Dr. ZUR BURG. No. There have been attempts made to discover uses for them. First you must bear in mind that the plant is 95 percent water by weight. The transportation of that water, to get a little something out of the plant, would be almost prohibitive. There was one attempt made to utilize the chlorophyll, but there is enough available from alfalfa now. The amount that could be produced would glut the market with chlorophyll. The only other thing is cellulose, and we have much cheaper sources of cellulose. Many people have thought of this and tried to utilize it, because that would be the best way to exterminate it, that is, to find a use for it. It would virtually exterminate itself.

Mr. THOMPSON. You mentioned that the Department of Agriculture estimated a $35 million a year damage?

Dr. ZUR BURG. I said that was the total. I do not remember the breakdown on that. This estimate was made in 1948 and the $35 million is an approximate total from Agriculture and the Wildlife people, and Public Health.

Mr. THOMPSON. At times the expenditure by the Federal Government is actually a good investment, and in those terms with $35 million a year in damage it seems that this amount, which seems substantial in this bill, perhaps would actually be a wise investment and redound to the benefit of the Treasury.

Dr. ZUR BURG. Yes, Congressman. That is the way I look at it, and also I am thinking of States like North Carolina and South Carolina, which have just now been getting this thing started. They do not have 50 years of hyacinths behind them up there. I do not know what the damage is or would be or might be in the other States.

Mr. THOMPSON. So the potential might be a staggering amount compared with the amount spent.

Dr. ZUR BURG. It would be.

Mr. MACK. Is that a loss of $35 million to all of the States in 1 year?

Dr. ZUR BURG. No, sir. It is the estimated loss to Louisiana.

Mr. MACK. For a 1-year period?

Dr. ZUR BURG. For a 1-year period. Yes, sir. You see, that comes, as has been mentioned, from flooding out of crops. If you have ever seen oil barges trying to move through the bayous which are choked with it, you will realize there is a great extra cost of transportation.

Mr. MACK. Who made that estimate?

Dr. ZUR BURG. The Department of Agriculture, the Department of the Interior, and the Public Health Service. There may have been someone else involved, but I do not recall it. I have the reports at home, but not with me.

Mr. CRAMER. May I ask one question concerning these waters affected? I started to ask the colonel about the definition here as to what waters they could treat for these growths. It says, "navigable waters, tributary streams, connecting channels, and other allied waters." In your opinion, having experience in it, does that adequately cover all possible feeder sources of this plant that could get into navigable waters?

Dr. ZUR BURG. I am not sure I understand that.

Mr. CRAMER. Does that definition cover all possible sources?

Dr. ZUR BURG. Did you read "feeder streams"?

Mr. CRAMER. Yes. That could be fed by it.

Dr. ZUR BURG. Yes.

Mr. CRAMER. In other words, there would be no need of adding an amendment after "allied waters" that might say "feeders to navigable waters" from the standpoint of propagation?

Dr. ZUR BURG. Wess, any water that flows in. A feeder stream would be any water that flows into a tributary to the navigable stream; would it not?

Mr. CRAMER. That is what I wanted to make sure. They have here, "navigable waters, tributary streams, connecting channels, and other allied waters." I assume their intention was to make it broad enough to cover any possible connection.

Dr. ZUR BURG. Yes, sir. Any allied waters. Of course, we realize we would have to go in there. Yes, sir. These small lakes or sloughs which might be sources of infection. They would be allied.

Mr. THOMPSON. There would even be ponds subject to overflow at times.

Mr. CRAMER. That is what I wanted to make sure of.

Mr. DINGELL. In view of some of the bills passed by Congress, I wonder if it would not be a good idea to include after "channels" the words "ponds, lakes" and then finish with "and other allied waters"?

Mr. CRAMER. The point I wanted to make sure of is that the intention in drafting the bill as it was is that any possible propagator or feeder of this plant into a navigable stream was included. I understand that was the intention and that is the way it will be carried out under this wording of the bill by the Army engineers.

Mr. THOMPSON. Perhaps we can ask the colonel whether or not this gives a full coverage.

Colonel ALLEN. For example, the bill as written is comprehensive to permit us to go into ponds that have a tendency to overflow, or into any source of infestation that would grow ultimately if not checked.

Mr. CRAMER. That is the way you will carry out the act, as it is worded?

Colonel ALLEN. That is our intention, sir.

Mr. CRAMER. That is all I am interested in.

Mr. WILLIS. Before Professor zur Burg retires—he commented on the fact that the formula or chemical to be used in combating this pest is not harmful. I say that because the report of the Army engi-

neers contains the usual stereotyped language in these proposals that the States are to hold the Federal Government harmless. Of course, we take that with a grain of salt, and I talked to the Army engineers about that. It would be an anomalous situation to have the Army engineers in control and if any damage is done, we respond to the damages. I just wanted to say that. I do not want to haggle about it, but we do want to reserve our rights on that.

I talked to the Army engineers and I do not anticipate any trouble by the use of that language coupled with the testimony that this chemical is harmless. We did have an experience in Louisiana where some chemical was used for some purpose and it destroyed some crops, because it was spread by airplane and got away. I just did want to make that statement in the record, that the use of this language I am told will not redound to trying to hold the States responsible for the use of the materials, which would actually be an anomalous situation which we could not live with.

Mr. THOMPSON. I might state for the record, too, that Mr. Dutton is here from the wildlife and fisheries department of Louisiana. He might mention an aspect of the subject which was not touched on by the witnesses as to the methods of approach of this spray, which is different from the methods used in applying the spray in the Atchafalaya Floodway, so perhaps when Mr. Dutton is introduced he could touch on it.

Mr. WILLIS. Gentlemen, I am sure we do not want to hold you beyond lunchtime.

Mr. BLATNIK. Thank you, Professor zur Burg.

Mr. Willis, you may call your next witness.

Mr. WILLIS. We have with us Mr. Dutton, who is connected with the Wildlife and Fisheries Commission of the State of Louisiana, and who heads the division of that department which has jurisdiction over water hyacinths.

Mr. BLATNIK. We will be very glad to hear you, Mr. Dutton.

STATEMENT OF JOHN G. DUTTON, SUPERVISOR OF WATER HYACINTH CONTROL, LOUISIANA WILDLIFE AND FISHERIES COMMISSION

Mr. DUTTON. Mr. Chairman, my name is John G. Dutton, supervisor of water hyacinth control, Louisiana Wildlife and Fisheries Commission. I have a statement prepared by my superiors which I wish to submit, along with some photographs showing the before-and-after effects of the program carried on by the Louisiana Wildlife and Fisheries Commission in Louisiana.

I realize you gentlemen are very much pushed for time and I will take just as little of it as possible.

This is a statement of the Louisiana Wildlife and Fisheries Commission for the hearing held by congressional committee on H. R. 9001, which purports to appropriate certain funds to be used in the control of the water hyacinth and other noxious water plants in certain States.

This statement is presented at this hearing in view of the deep concern held by the Louisiana Wildlife and Fisheries Commission about the great loss and damage being caused by water hyacinth infestation

in most of the valuable waterways of Louisiana as well as of many of our Southern States. This problem has existed in our State since the turn of the century and for the last decade it has been grappled with by this Commission and its predecessor, the Louisiana Department of Wildlife and Fisheries.

The water-hyacinth, *Eichhornia crassipes*, is believed to have been introduced into Louisiana from Venezuela during the Cotton Exposition held in New Orleans in 1884. Here it was given away as a beautiful and exotic souvenir by members of the Japanese consulate to all who were attracted by its rare beauty. Thousands of these plants apparently were taken home by visitors to this exposition and planted in what were thought to be appropriate vessels. Soon, because of their great ability to reproduce and multiply, it was found necessary to transplant them to larger and larger vessels until their owners were convinced that the only place for them was in the nearby lagoon or bayou. From this innocent beginning the water-hyacinth has come to be regarded as one of the biggest biological problems confronting our State and many other Southern States. The Federal Government of the United States in consultation with State agencies has conservatively estimated that the water-hyacinth costs, in the State of Louisiana alone, an annual loss of between sixty-five and seventy-five million dollars every year.

The late Dr. Nelson Gowanloch, an internationally known biologist, while with Louisiana Wildlife and Fisheries Department in the early forties established the fact by his research that if one water-hyacinth plant were allowed enough room, under suitable growing conditions in Louisiana, it would multiply to produce 65,000 plants in a normal growing season in the middle section of the State. He established further that in the extreme southern portion of the State, where the growing season is much longer, this figure is possibly doubled.

The extreme proliferous nature of the water-hyacinth is due to its ability to reproduce by two distinct means: (1) by its seeds; and (2) from its runners. Each plant puts out many runners, each of which is capable of producing another plant. Growth of the plant is rapid and with this vicious cycle repeating itself thousands of times during a growing season it is not difficult to understand why our waters became so heavily infested by this "beautiful menace" in such a short time.

Spreading over our lakes and streams of all types, this thing of beauty has proven to be a colossal nuisance and is a great detriment to progress in any phase of our economy which depends in any degree on our water supply for its existence.

Its effect on sports and commercial fishing in Louisiana is very damaging because it brings about depletion of our waters' supply of oxygen, so greatly needed to maintain fish life. When a body of water becomes covered with this plant, in many instances in the form of mats up to 3 feet in thickness, fish either die from the lack of food and oxygen, or leave the area entirely. Such waters are then of no value as a source of fish supply, and, unless cleared of this plant, will never be valuable for this purpose. Fish and wildlife resources in Louisiana have been estimated at a value of $250 million to $500 million annually. Hence, we greatly value maintaining opportunities to sustain this phase of our economy.

In many localities of our State our waterways are analogous to highways and must be used in transportation for individual needs as well as for needs relating to our vast industries. Such waterways, covered with water hyacinths, are rendered of no value to these industries, or necessitate the expenditure of additional sums of money to overcome their resistance which reduces or wipes out all profits. There are cases on record where lives have been sacrificed because a doctor could not reach the bedside of his patient over these waterway-highways when they were covered with hyacinth mats. Our lumber, oil, and gas and all industries using our waterways have been subjected to the necessity of expending vast amounts of money to offset this hindrance and in many instances have been forced to abandon projects and move to other localities.

Flood control and our vast agricultural interests are vitally affected by the water hyacinth because of its hindrance to the flow of water in our very expensive drainage and irrigation systems. Louisiana has spent millions of dollars on such systems only to find that the water hyacinth and other noxious water plants have taken over and reduced their efficiency approximately 50 percent by reducing the rate of flow of water throughout the entire system. A proper control of these plants is necessary in order to maintain the degree of efficiency originally planned for our drainage systems which is so vital to flood control and to our agricultural interests.

The water hyacinth causes immeasurable loss and damage to the cattle industry in Louisiana every year. Although this plant has no value as a food for cattle, they are apparently attracted by its luscious appearance and will stand and eat them for hours at a time. Many instances are on record when they have become hopelessly bogged down in the mud of streams or have stepped off into a deep hole and met their fate by drowning.

Some municipal water supplies have been contaminated by stagnation brought on by water hyacinth mats which have covered their reservoirs. These mats prevent aeration of municipal water supplies so necessary to maintain required purity of such waters used for human consumption. Unless they are removed from such supplies, they will clog up the pumps and distribution systems to such an extent that constant repairs are necessary.

This plant has been recognized as a great detriment to economic progress in Louisiana since the beginning of the century, but in the early 1940's the Louisiana Department of Wildlife and Fisheries took definite steps toward doing something about it. A well-rounded program of research was set up which established the following facts:

(1) Infestation of streams and waterways may be carried from one State to a neighboring State by streams flowing between them.

(2) Infestation may be spread also by birds and animals transporting the seeds from one State to another. Sufficient evidence was found to conclude that water-hyacinth seeds eaten by certain migratory birds will pass through their digestive systems and then germinate if deposited in a suitable place, under proper conditions of temperature and moisture.

(3) Water-hyacinth plants have been transported unwittingly by cargo vessels plying waterways between States of the South. Thus we see that the water-hyacinth problem is distinctly interstate in na-

ture and should be recognized as a national problem, and receive appropriate attention by our Congress, as such.

Not the least of the means of carrying this plant is by the great American tourist, as has been mentioned.

The loss and damage by the water-hyacinth in Louisiana may very well pertain to any other State where this plant may be found, if time is allowed for it to reproduce and multiply as it has done in our State.

This Louisiana agency pioneered in research pertaining to the hyacinth problem and subsequently developed the program of control now accepted and used by other States. Prior to 1952, our legislature appropriated approximately $400,000 for this purpose. Since that time an additional $250,000 has been appropriated and used for this purpose. In addition to these sums $50,000 was appropriated for research to determine even better means of controlling water-hyacinths and all other noxious water plants, principally the alligator weed. Our budget request for 1957 and 1958 calls for continuing our existing program on a greatly expanded basis. Submitted herewith is a brochure of before and after photographs depicting some of the results of our program in Louisiana in recent years.

Since Louisiana has exerted such great effort to solve this problem with its own resources, and since it is a problem that is distinctly interstate in nature, we feel that it is most appropriate that Congress recognize and accept the greater portion of the responsibility for its solution by appropriating funds to be used in bringing about complete control of water-hyacinths and other noxious water plants with the State matching these funds to the extent of 25 percent of the cost of the program, and we so recommend.

Other recommendations which we wish to stress are:

(1) That Congress enact legislation that will channel the appropriated funds, through any appropriate agency, whether it be the Corps of Engineers or the Federal Fish and Wildlife Service, to any appropriate State agency designated by the State.

(2) The responsibility for the operation of the program be completely vested with the participating State, with appropriate control to guarantee projects that are substantial in character and design to fit the needs of Congress; and

(3) The title to all property, real or otherwise, purchased for use in this program, rest with the participating State.

The inference is to be drawn there that if the title to the property is vested with the State, the responsibility for any acts in carrying out the program will also be vested with the State.

I have nothing else to say, gentlemen, unless you have some questions to ask me.

Mr. THOMPSON. You wanted to indicate to the committee the expression you made to me yesterday about the methods you pursued in spraying with a heavier spray than the one which was so volatile that it destroyed much of the farm crops in the area.

Mr. DUTTON. In the last 3 years our mechanical research brought out the fact that this spray should be handled very cautiously. We have all known it for a long time. Also it can be handled safely if the pressure at which it is sprayed is kept at the right amount, which is 60 to 75 pounds nozzle pressure, so as to prevent the chemical from forming into a fog and floating away into the atmosphere. We have

used additives to make it a little heavier and wetter, so instead of forming droplets on the leaf of the plant it will spread out. Certain detergents will do that. There are chemicals or additives of various types called wetting agents, which cause the chemical to stick to the waxy leaf of the hyacinth and not go afield and fall on the farmer's cotton.

To prove our point, let me say we sprayed in one of our counties, Nachitoches County, which is recognized as one of the largest cotton-growing counties in the State, in 1954 from April, when the cotton was probably 3 inches high, through the harvesttime—we sprayed approximately 30 miles of waterway, and in some cases in close proximity to the growing cotton 40 to 50 feet away. I might say we had a lot of inspectors watching our work and we had permission to do this. Not one stalk of cotton was reported as having been damaged. We used floating equipment only. Regardless of the method used, if it is airplanes or helicopters, floating equipment will be necessary to follow up, because the airplane or helicopter cannot do a complete job.

Our operations embodied activities going back to the small pothole in the swamps, where the hyacinth may be found, even in a small quantity. We do have with the small boats even in little landlocked ponds the means whereby we put a power spray on a workman's back, and he sprays by hand. Only by seeking out the water hyacinth at its source back in these back bays and sloughs and small potholes and killing them there will we ever reach the degree of control that is desired. That is our opinion, and I think it is fair to conclude that it is correct.

Mr. BLATNIK. Are there any other questions?

Mr. CRAMER. How do you cooperate presently with the Federal Government in its program?

Mr. DUTTON. We have no connection with them.

Mr. CRAMER. They are separate?

Mr. DUTTON. They are working the Intracoastal Waterway and we are working feeder streams.

Mr. CRAMER. Now you are going into the business of doing the same job. How are you going to cooperate together under this bill?

Mr. DUTTON. We would certainly cooperate with the Federal Government in any way to accomplish the desired end, provided we can get the necessary legislative permission. I think that is it.

Mr. CRAMER. You do not contemplate any difficulties, do you, in the fact that the Corps of Engineers will have control of this program in working together with your State program?

Mr. DUTTON. It is our opinion we will have difficulty in getting legislative permission to participate if we have to assume the responsibility. That is our opinion. I am authorized to say that.

Mr. CRAMER. I do not know what you mean by "if you have to assume the responsibility.

Mr. DUTTON. Well, the bill provides the States accept responsibility for any claims for damages that might arise from this program.

Mr. CRAMER. Oh. Thank you.

Mr. THOMPSON. Mr. Chairman, we have with us today, and I failed to mention it earlier, Mr. Hu B. Myers of the State Department of Public Works of Louisiana, who has conferred at times with Congressman Willis and myself in the development of this legislation. I did not know, Mr. Myers, that you were to appear today, but if you have anything you would like to tell the committee we will be happy to invite you to the witness stand.

STATEMENT OF HU B. MYERS, CHIEF ENGINEER, LOUISIANA DEPARTMENT OF PUBLIC WORKS

Mr. MYERS. Thank you, Mr. Chairman. I am Hu B. Myers, chief engineer of the Louisiana Department of Public Works. We have prepared a statement, being interested in the bill, and I would like to ask that this statement be made a part of the record.

Mr. THOMPSON. Without objection, your prepared statement will be made a part of the record at this point.

(The statement referred to is as follows:)

A BRIEF WRITTEN STATEMENT IN SUPPORT OF A COMPREHENSIVE PROJECT FOR CONTROL OF THE WATER HYACINTH IN NAVIGABLE WATERWAYS AND DRAINAGE CHANNELS

Control of the water hyacinth or water lily has been a serious and damaging problem ever since its introduction into Louisiana waters about 70 years ago. The hyacinth is an extremely vigorous marine plant which grows very rapidly in the mild climate and slow-moving streams of the gulf coastal area, and it now completely infests about 3,000 miles of navigable waterways and 2,000 miles of drainage canals, as well as most of the inland lakes of coastal Louisiana.

The difficulties and expense of control measures have been recognized by the Department of public works, other State agencies, local interests, and the Corps of Engineers for many years, and it has become apparent that eradication of this pest can only be accomplished on a comprehensive basis throughout the infested areas with more substantial assistance from the Federal Government. Federal assistance under the existing project is limited to removing the plants from navigable waters in the States of Florida, Alabama, Mississippi, Louisiana, and Texas so far as they are a menace to navigation, with little provision for work on the feeder streams and canals where most of the hyacinths originate.

The growth of this plant is so rapid in the ponds, lakes, and sluggish streams of south Louisiana that in a matter of a few weeks entire streams will become completely covered. Navigation in the smaller streams, often the only method of transportation, is completely stopped, stages in the drainage canals are raised and farms flooded because the thick vegetation impedes the flow of water, and fish and wildlife are seriously affected because of the complete shading out of important water plants and the removal of oxygen from the water. Many of our finest fishing and hunting lakes have been completely destroyed by this prolific plant.

After heavy rains, the flow of water flushes the lilies out of their breeding places in the swamps and marshes into the larger streams and drainage canals where they continue on a vaster scale to dominate the waterways and disrupt navigation. As the lilies leave the swamps and marshes, their places are taken by new crops, and the process continues, often throughout the year in locations where the winter is mild. The futility of controlling the hyacinth by working only in the larger streams is thus evident, and funds spent in this manner are of only temporary benefit.

The Federal Government has spent nearly $6 million to control the water hyacinth in the Gulf Coast States, $4 million of which has been expended in Louisiana, the area most seriously affected because of its 7,500 miles of navigable waterways and its extensive system of drainage canals. In 1954 the Corps of Engineers destroyed 48,340,000 square yards of vegetation at a cost of $222,248 in Louisiana alone—an area equivalent to 10,000 acres. Most of this work was done in the larger streams, and long before the year's program was completed the first areas from which the plant was removed were totally infested again.

Most of the south Louisiana parishes have recently completed parishwide drainage programs at a cost of many millions of dollars, approximately half of which was borne by the department of public works. One of the requirements for State assistance was a parish maintenance tax so that funds would always be available to prevent deterioration of the system. In many of these parishes most of their maintenance funds are spent on removing hyacinths, and many elaborate methods have been developed for the purpose, both chemical and mechanical.

The dimensions of many of the canals were controlled by the type of equipment that could effectively combat the vegetation. Since most drain into in-

accessible swamps and marshes, the canals had to be large enough and deep enough to accommodate water craft for spraying chemicals and mechanically destroying the plants. This requirement in many instances has doubled the cost of drainage canals, and today all of our canals in the infested area are designed with hyacinth control in mind.

The problems of parishwide maintenance on the smaller streams are the same as those encountered by the Corps of Engineers on the navigable waterways—fresh supplies of lilies are constantly fed intto the controlled areas from upstream swamps and nonagricultural areas. Logs and hyacinth booms placed across tributary streams have been only partly successful, and local interests begin anew each year the endless task of keeping some of the more important streams open.

The department of public works each year attempts to clear portions of many streams, and renders financial and technical assistance to the parishes in eradicating the hyacinth. At the present time the department is rebuilding at a cost of over $600,000 two of the finest fishing lakes in the State whose usefulness was completely destroyed by hyacinths—Lake Martin and Spanish Lake.

Other State agencies spend thousands of dollars in research and control of this pest. And private interests, principally the oil companies, spend thousands more in clearing the growth from channels which lead to their wells in the swamps and marshes. In this connection it is important to note that the endless miles of natural and artificial waterways in this area afford the only means of transportation, and these streams must be kept open for drilling and servicing oil wells.

The only solution to the problems created by the water hyacinth is that of a long range, comprehensive program covering the entire Tidewater Belt of the States involved. Present methods and equipment are effective and efficient, but unless they are applied to all of the infested areas, only temporary benefits will be obtained, and public funds will continue to disappear as the hyacinths reappear. To do this job effectively requires more active participation on the part of the Federal Government if we are to keep our drainage channels, lakes and navigable waterways open for the benefit of all.

Mr. MYERS. I would like to touch on three of the phases of this problem in Louisiana. In south Louisiana the bayous and streams are the highways of the people, and the bayous and marshes and lakes are the farmlands from which they derive a livelihood. Much of Louisiana's natural resources are located in south Louisiana. The water-hyacinth and the alligator grass have taken over much of this area and have taken over much more each year. It is interfering very seriously with navigation, drainage, agriculture, and wildlife.

The department for which I work has a statewide drainage program which has been in effect since 1944. In the southern part of the State it is necessary to dig the drainage channels much deeper than is otherwise necessary in order to carry off the floodwaters, so as to accommodate the floating equipment which is necessary either to chop the lilies up or to carry the spraying equipment. A large part of the damage, the annual damage, is to drainage. I have some figures here which show what was spent in Louisiana last year on water-hyacinth control.

We estimate $50,000 of our funds were expended for this purpose, and that 11 parishes in south Louisiana, who have an annual maintenance tax for their drainage program, spent $125,000. The oil companies and other companies which operate in the marshes we estimate spent $50,000. That is in addition to the expenditure which Mr. Dutton described to you.

The present program of removing water-hyacinths from navigable streams is, of course, absolutely necessary, but we regard it as both expensive and wasteful, as these channels become reinfected each year from the feeder streams. Therefore, the department of public works

would like to give its full support to these bills now being heard, in order that this costly maintenance program may be reduced and the water hyacinths completely wiped out.

Thank you.

Mr. BLATNIK. Thank you very much, Mr. Myers.

Are there any other questions to my right or left?

(No response.)

Mr. BLATNIK. Thank you very much.

Mr. WILLIS. Mr. Chairman, that completes our list of witnesses. May I express my own appreciation, and I know my colleague, Mr. Thompson, feels the same way, for your patience and courtesy in hearing us develop this important problem in our area.

Mr. BLATNIK. At this point we would like to ask the witnesses and any members of the press present to please excuse us, because we wish to have an executive session of the subcommittee.

(Whereupon the subcommittee went into executive session and adjourned at 11: 50 a. m.)

RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

MONDAY, MAY 21, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RIVERS AND HARBORS
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met, at 10 a. m., pursuant to notice, in room 1304, House Office Building, Hon. John A. Blatnik (subcommittee chairman) presiding, for consideration of projects eligible for inclusion in the proposed omnibus rivers and harbors bill.

Mr. BLATNIK. The Subcommittee on Rivers and Harbors of the Committee on Public Works will please come to order.

We begin this Monday morning a series of three main hearings on projects which are eligible for inclusion in the proposed omnibus rivers and harbors bill. We will meet today, on Thursday, and on Friday, May 24 and 25 of this week.

The first order of business this morning will be an introductory or background summary report by the Corps of Engineers which will be presented by General Itschner, Assistant Chief of the Corps of Engineers.

General, we are glad to be back in session with you.

STATEMENT OF LT. GEN. S. D. STURGIS, JR., CHIEF OF ENGINEERS, PRESENTED BY MAJ. GEN. E. C. ITSCHNER, ASSISTANT CHIEF OF ENGINEERS

General ITSCHNER. Thank you, sir.

It is a pleasure for me to be here and to be able to present the opening statement which General Sturgis, the Chief of Engineers, asked me to give you exactly as he prepared it.

I regret very much that the Chief is unable to be here. His recovery from an operation has been slow, but we do hope that he will be back for full-time duty in the course of the next 2 or 3 weeks.

I shall, therefore, read the statement in his own words.

OPENING STATEMENT OF LT. GEN. S. D. STURGIS, JR., CHIEF OF ENGINEERS

I. INTRODUCTION

Mr. Chairman and members of the committee, 3 weeks ago, on May 1, 1956, my opening statement was made to the Subcommittee on Flood Control of the House Public Works Committee in connection with the opening of hearings on an omnibus river and harbor and flood-control bill for 1956. Although that state-

ment will be available in the printed hearings, and although there are members of this subcommittee who already may have heard or had access to it, I believe that the problems which I covered are sufficiently important to warrant their being called specifically to the attention of this subcommittee. In addition, Mr. Chairman, I would like to report on the present status of the navigation portion of the civil works program.

In the 2 years which have elapsed since the passage of the last omnibus river and harbor and flood-control bill, on September 3, 1954, Public Law 780, 83d Congress, there has been much activity in connection with Federal civil works—in continuation of civil works construction and studies, and in the field of water resources policy. The program for the improvement of our harbors, rivers, and canalized waterways, and for the protection of our shores, has kept pace with the civil works program in general, although there are lags in certain aspects of the program, such as in the maintenance of some navigation improvements. Before speaking of the navigation program itself, and I will include the prevention of beach erosion and the protection of shores in that term, I feel it would be appropriate to give you a brief résumé of the civil works program which Congress has authorized upon the recommendations of this committee; of the developing policies, problems, and physical events which have affected it; and of the scope of the new proposals which are before you for consideration.

II. THE CIVIL-WORKS PROGRAM

The present civil-works program under the jurisdiction of the Corps of Engineers is the cumulative result of specific authorizations by the Congress for many years past. This program, as you know, includes improvements for navigation, flood control, and related water-resource development. It also involves shore-protection projects. The total active program, consisting or 3,200 projects, has a total estimated cost of $16 billion. Federal appropriations for this work through fiscal year 1956 have totaled $6.9 billion, leaving $9.1 billion as the amount required to complete the present authorized program. The Congress has shown a continued interest in the prosecution of these improvements and in most years since the close of World War II, appropriations have exceeded half a billion dollars annually. For the present fiscal year, 1956, the total civil works appropriations including maintenance and operation of improvements was $563 million. During the Korean emergency, and years immediately following, only a few projects were started each year, but I am pleased to report that this policy has been changed and that the appropriations for fiscal year 1956 included the initiation of 102 new projects.

III. STATUS OF NAVIGATION AND SHORE PROTECTION PROGRAM

Improvements of river and harbors for navigation constitute the oldest segment of the civil-works program, and are still of major importance.

The present active program includes 2,300 projects of this kind with an estimated cost of $4.3 billion.

Mr. DONDERO. Is that figure right, General, 2,300 projects?

General ITSCHNER. Yes, sir; that is correct, 2,300 navigation projects in the active program, sir.

Appropriations through fiscal year 1956 for this phase of the program have totaled $1.9 billion, leaving $2.4 billion as the amount required to complete authorized navigation work. If the multiple-purpose projects which serve navigation purposes are added, the total estimated cost of the active authorized navigation program becomes $6.5 billion, of which $2.8 billion has been appropriated through the fiscal year 1956. In addition, about $1.5 billion has been appropriated by the Congress through the fiscal year 1956 for maintenance and operation of these improvements.

The navigation program includes three major types of improvement: Seacoast harbors, Great Lakes channels and harbors, and inland and intercoastal waterways. Appropriations to date have been divided roughly as follows: Inland and intracoastal waterways, 50 percent, seacoast harbor improvements, 40 percent, and the Great Lakes, 10 percent.

Under the authorized program, our coastal harbors have been improved to meet the demands of modern deep-draft oceangoing commerce so that channel depths of 35 feet prevail in harbors on the Atlantic seaboard and gulf coast

and range up to 45-foot depths in New York harbor. On the west coast, harbor and channel depths ranging from 30 to 40 feet are generally available. There are over 20 coastal ports which handle 10 million tons or more of cargo annually. For major coastal harbors, the cost of the Federal improvements, including maintenance and operation, averages less than 4 cents per ton of cargo handled.

The improved harbors and connecting channels of the Great Lakes constitute the most important waterway system in this country and perhaps in the world. This value will be greatly augmented by the St. Lawrence seaway which is now under construction. These harbors and improved channels provide the basic transportation system for the industrial Midwest. At the present time, the depths of 21 feet are controlling generally for the Great Lakes harbors and connecting channels. Eleven harbors on the Great Lakes now handle 10 million tons or more annually of the commodities that move over this waterway, and in 1954 a total of 91.2 billion ton-miles of cargo was handled on this system. The cost of Federal improvements of major Great Lakes ports averages about 1½ cents per ton of cargo handled.

The inland and introcoastal waterways which have been improved by the Federal Government have a total length of over 28,000 miles. Much of this length, however, represents shallow-draft channels, improved many years ago, which are no longer of material importance to commercial navigation. About 80 percent of modern waterborne commerce is carried on 12 waterways with an aggregate length of 5,800 miles. These include such waterways as the gulf intracoastal and the lower Mississippi River with its extension up the Ohio to the Pittsburgh area and up the Illinois River to the Great Lakes system at Chicago. In 1954 traffic on our inland and intracoastal waterway system totaled 82.5 billion ton-miles. These waterways and the improved barges, towboats, and other equipment of modern waterway operators, carry commodities of all kinds ranging from crude petroleum to finished automobiles. One modern tank barge will carry almost as much as 100 tank cars normally used in rail traffic. Our estimates show that savings in transportation costs which are passed along to the public have been very great, and that the system of inland and intracoastal waterways is returning in such benefits about $3 for every Federal dollar expended.

The program for beach-erosion prevention and shore protection is relatively new in comparison to the navigation program. Federal interest began in 1930, when the Beach Erosion Board was established and authorized to make studies of this nature. The scope of the studies was expanded by subsequent legislation and, finally, in 1946, the Federal Government undertook to participate in the construction of the actual works for the protection of shores. Since the program is in its infancy there are only 45 projects authorized by Congress and only 11 of these have had construction appropriations. The total Federal share in the cost is about $15.7 million, of which about $3.7 million has been appropriated to date, leaving a balance of $12 million to complete.

IV. STATUS OF THE MULTIPLE-PURPOSE PROGRAM

Multiple-purpose projects are those which have two or more functions. They may be combinations of flood control, navigation, hydroelectric power development, or any related purposes, such as water supply or irrigation.

The active multiple-purpose program which may be classified in the navigation category as distinguished from the flood-control category, consists of 23 projects which have a total cost of $2.2 billion. The total appropriation to date is $9 million, leaving $1.3 billion to complete.

Hydroelectric power is an important product of this program. The present installed capacity of all multiple-purpose projects of the corps is more than 4 million kilowatts. The capacity when the projects under construction are completed will be 7.6 million kilowatts.

V. THE SURVEY PROGRAM

Appropriations for the general navigation survey program have been extremely low in comparison with the backlog of surveys. No funds were appropriated for the fiscal year 1952. In the fiscal years 1953 to 1955 the appropriations were at a rate which would have required about 15 years to complete all reports assigned by Congress. The appropriation for the fiscal year 1956 and the approved budget estimate for the fiscal year 1957 are at a rate which would require 7 years to complete the backlog if no new surveys are authorized. However, the loss of

engineers during the lean years experienced in his field cannot easily be made up. The survey program should be maintained on an even keel if efficiency is to be achieved.

VI. STATUS OF REPORTS

The total number of favorable navigation reports which are now before this committee awaiting action is 16. The total cost of the improvements recommended is approximately $20 million. There are also 6 shore protection reports costing about $3,600,000.

Including flood-control reports on which hearings have already been or may be held, the total number of reports is about 40 and the total cost about $400 million.

In addition, there are about the same number of favorable reports of all types in various stages of processing between the Board of Engineers for Rivers and Harbors and the Congress, having a total cost of about $300 million.

Comprehensive basin plans will require consideration of increased authorization for 11 basins in an amount slightly in excess of $500 million.

The grand total, therefore, for this bill, on the foregoing figures would amount to between $900 million and $1,200 million. This compares with the size of the 1954 omnibus bill which amounted to $1,052 million.

VII. IMPROVEMENT OF REPORTING PROCEDURE

The lapse between submission of a preliminary examination report and initiation of the subsequent survey requires a certain repetition of effort and increase in costs, and also frequent delays of 1 to 2 years in reaching the final conclusions. Much time and some money would be saved in submitting review survey reports on favorable projects, if we could proceed without interruption into the survey phase after preliminary determination that survey studies are worthwhile. A proposal in this direction in the form of a letter to this committee has been sent.

In closing I want to express my thanks to this committee for its help in achieving the harmony which has characterized our relationship and, above all, in working toward the goal of the best development of America's water resources.

Mr. Chairman, that completes the Chief of Engineer's statement in his own words.

I would like to add that I gave to the Flood Control Subcommittee three different statements on subjects which I believe that this subcommittee would be interested in, namely, the method used in deriving benefit-cost ratios; second, how cost allocations are made; and, third, legislation and policies determining the apportionment of costs between local interests and the Federal Government on various types of projects.

Those three statements have already been inserted in the record, and I thought that some of the members of this committee might find them interesting and instructive reading because the question comes up very frequently.

Mr. DONDERO. Mr. Chairman.

Mr. BLATNIK. Mr. Dondero.

Mr. DONDERO. I would like to ask the general one question.

General ITSCHNER. Yes, sir.

Mr. DONDERO. On page 6 of the report which you have just read, a statement was made about the "loss of engineers during the lean years." Do you mean to say that the Corps of Engineers is losing some of the men that you have to industry because they pay more money than the Federal Government?

General ITSCHNER. That certainly is true, sir. We have lost a number of our men, qualified engineers. It is very difficult to obtain and to train engineers in this particular field of report writing. They must be something of economists as well as engineers, and we have lost these personnel, and it has hurt us very badly. We are having a diffi-

cult time in obtaining substitute personnel now that the program for studies has been accelerated.

Mr. DONDERO. We tried once or twice to remedy that situation, as I recall it, by writing into one of our Rivers and Harbors bills a provision to establish classification 16, 17, or whatever it might have been, in order to fill the vacancies which the Corps of Engineers experienced due to the loss of these men who go into industry.

Mr. BLATNIK. General, we thank you very much. Following your main presentation, without objection, I will have inserted in the record a letter addressed to the Hon. Charles A. Buckley, chairman of the Committee on Public Works, by Maj. Gen. Charles G. Holle, major general, Acting Chief of Engineers on the subject of suggesting a revision of the survey phase.

(The matter referred to is as follows:)

DEPARTMENT OF THE ARMY,
OFFICE OF THE CHIEF OF ENGINEERS,
Washington D. C., April 19, 1956.

Hon. CHARLES A. BUCKLEY,
Chairman, Committee on Public Works,
House of Representatives, Washington, D. C.

DEAR MR. CHAIRMAN: The Chief of Engineers and his staff have given considerable thought to reducing the large backlog of authorized examinations and surveys for river and harbor, flood control, and related water-resources improvements, and to the need for further improvement of procedures and techniques in reporting. The continued interest of Congress in improving report procedures, expressed as recently as in Senate Report No. 700, 84th Congress, on the Public Works Appropriation Act for 1956, has been noted. It is the carefully considered opinion of the Chief of Engineers that funds and time can be conserved and used more effectively by certain revisions in procedures, which, however, would require the approval of the House Committee on Public Works and possibly some amendment of existing law.

A handicap in prompt and economical reporting is the present legislative requirement for preparation of preliminary examination reports before proceeding with survey studies. With respect to navigation reports, section 3 of the act of March 4, 1913, requires submission of a preliminary examination report for approval by the Secretary of the Army before undertaking a survey. Section 3 of the act of March 1, 1917, applied this policy to flood-control studies. During the 80th Congress, the Committee on Public Works of the House of Representatives initiated the present policy of restricting some review reports authorized by House committee resolutions to preliminary examination scope, and requiring submission of a preliminary examination report to the committee by the Chief of Engineers for approval of survey studies.

The lapse between submission of a preliminary examination report and initiation of the subsequent survey, requires a certain repetition of effort and increase in costs, and also frequent delays of 1 to 2 years, in reaching the final conclusions.

The purpose of the preliminary examination can be achieved through careful supervision by the Chief of Engineers and by the professional competence and experienced judgment of the division and district engineers. In fact this purpose is now being accomplished in studies which are not limited to preliminary examinations by law or committee resolution. It is believed generally desirable in most investigations to proceed as quickly as practicable to a determination of the economic feasibility of desired improvements and the advisability of authorization of Federal projects. This can be accomplished most economically by pursuing initial, or preliminary type, studies only to the point where an unfavorable conclusion is obvious or where the need for detailed survey studies becomes evident. In the first instance, a brief unfavorable report can be written forthwith at relatively small cost and the proposal will not be made the subject of detailed survey and study. When survey studies appear warranted, they can be continued without delay and with no lost motion or extra expense.

Removal of present restrictions on scope of study would entirely eliminate separate favorable preliminary examination reports when surveys are justified.

The elimination of dual preparation, processing, review, and submission now required for the two-stage report procedure should decrease the overall costs of studies and, most important, would reduce the time now required in reporting to Congress on desirable projects.

It is therefore suggested to your committee that consideration be given to the advisability of rescinding the usual restrictions made in some review resolutions that limit studies to preliminary examination scope and thereby permitting more flexible, efficient, and expeditious action in adapting the scope of review studies to changing conditions during the investigation. Should your committee favorably view this suggestion, the Chief of Engineers shall be pleased to confer with you and to have his representatives assist your staff if implementation of this proposal should be desired.

For studies authorized by specific legislation, such as river and harbor or flood control acts, amendment of existing laws affecting preliminary examinations would, of course, be necessary.

The chairmen of the Senate Committee on Public Works, and of the Senate and House Committees on Appropriations are being informed of the above suggestion.

Sincerely yours,

CHAS. G. HOLLE,
Major General, USA,
Acting Chief of Engineers.

Mr. BLATNIK. One question, General. You stated that we could proceed without interruption to the survey phase after preliminary determination is made that the survey is feasible. That would not require any change in the basic law; would it? Is not that procedure established by the committee, or would it require a revision of law?

General ITSCHNER. With respect to navigation reports, section 3 of the act of March 4, 1913, requires submission of a preliminary examination report for approval by the Secretary of the Army before undertaking a survey. Section 3 of the act of March 1, 1917, applied this policy to flood-control studies. However, preliminary examinations were not required for review reports until the 80th Congress. During that Congress the Committee on Public Works of the House of Representatives initiated the present policy of restricting some review reports authorized by House committee resolutions to preliminary examination scope, and requiring submission of a preliminary examination report to the committee by the Chief of Engineers for approval of survey studies.

Therefore, legislation would be required to repeal the pertinent provisions of the 1913 act and the 1917 act. In addition, the policy of the committee with respect to requiring preliminary examinations on some review reports would have to be changed.

Mr. BLATNIK. Thank you.

Are there any further questions?

Thank you very much, General Itschner.

General ITSCHNER. Thank you, Mr. Chairman.

HERRING CREEK, MD., HOUSE DOCUMENT 159, 84TH CONGRESS

Mr. BLATNIK. We will now proceed with the presentations in behalf of the document reports on the projects which are scheduled for Monday, May 21. We will not proceed in any specific order.

We have our colleague, Mr. Lankford of Maryland, present on the Herring Creek, Md. project. Mr. Lankford, will you please take a chair and present the witnesses you have with you this morning?

STATEMENT OF HON. RICHARD E. LANKFORD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND; ACCOMPANIED BY JOHN M. HODGES, BOLAND McKAY, THOMAS E. SPRINGER, JENNINGS BUSSEL, OF VALLEY LEE, MD.; G. E. THOMAS AND F. ARCHIE MEATYARD, JR., OF TALL TIMBERS, MD.

Mr. LANKFORD. Mr. Chairman and members of the committee, my name is Richard E. Lankford. I represent the Fifth District of Maryland.

First, let me thank you for this opportunity of appearing before you and to make my apologies because I am going to have to leave very soon. Before I do leave, I would like to stress upon the committee's minds the importance of a comparatively small project to my particular district of Maryland. You know, the finest seafood in the world comes from Chesapeake Bay, and it is a very important part of our economy in that area, and of course the tools with which our watermen work are boats, and in this particular instance there is great need for a harbor and for navigational facilities in the Valley Lee area of St. Marys County which is the mother county of the great Free State of Maryland.

Without any further ado, I would like to present to the committee Mr. John M. Hodges of Valley Lee, Md., who is here primarily to answer any questions which you may have concerning this project, but also to tell you of the great need for it.

With our indulgence, I will ask to be excused and turn this over to the very capable hands of Mr. John M. Hodges.

Mr. BLATNIK. Would you, perhaps, prefer to have the engineering, technical and financial data presented by the Corps of Engineers to accompany the chart which is now before the committee, and then follow that with the testimony of Mr. John Hodges?

Mr. LANKFORD. If you think that would be advisable, yes.

Mr. BLATNIK. I think it would help if we had the basic data presented to us first. Mr. Joe Brennan, civilian assistant, Corps of Engineers, will make the presentation.

STATEMENT OF JOSEPH BRENNAN, CORPS OF ENGINEERS

Mr. BRENNAN. Mr. Chairman and members of the committee, this project is a navigation improvement proposed for Herring Creek, which is a small tidal estuary, located on the east side of the Potomac River, about 16 miles above Chesapeake Bay. It is approximately 70 miles by road from Washington and 90 miles by water.

The report was authorized by a House Public Works Committee Resolution of August 18, 1949. It was submitted to Congress the 20th of May 1955, and it is printed as House Document 159, 84th Congress.

Herring Creek has a depth of 7 to 8 feet. However, a barrier beach at the mouth with a depth of 2 to 3 feet limits navigation and only small boats have access to the creek under the present conditions.

The improvement proposed is a dredged channel 6 feet deep and 1,630 feet long from the 6-foot contour in Herring Creek to the same contour in the Potomac River. Two stone jetties, one on each side, would protect the entrance channel.

This improvement would permit fishing boats and pleasure boats to use the creek as a base and as a harbor of refuge. A public wharf and necessary lands for spoil disposal would be provided by local interests. Also a small access area would be provided so that the public wharf could be reached.

The cost of the project on present-day prices would be $130,100, and the annual charges would be $10,290. The average annual benefits would be $11,400, making the benefit to cost ratio 1.1 to 1.

The local interests would be required to contribute 3.6 percent of the first cost of the improvement in cash now estimated at $4,100, as well as land, easements, rights-of-way and spoil disposal areas, to construct the public wharf at the landing area and to hold and save the United States free from claims for damages.

The report has been submitted to the State of Maryland, which approves.

The Bureau of the Budget in commenting upon the report pointed out that there was no objection to the submission of the report to Congress but they questioned one element of the benefits regarding seafood spoilage. They stated that a reexamination should be made prior to construction. That reexamination has been made and the benefits have been reduced about 16 percent by reason thereof. The Bureau of the Budget pointed out that this low economic ratio would warrant reconsideration prior to construction or appropriation for construction.

Mr. DONDERO. Do you mean to say that the second examination has reduced the benefits from 1.1 to 1 by 16 percent below that?

Mr. BRENNAN. The benefits from prevention of seafood spoilage are reduced by 16 percent but that benefit is less than a major part of the total benefits, so the reduction in the overall cost-benefit ratio was about 9 percent, not 16 percent. The Bureau of the Budget allowed the benefit but said that it should be reduced and the economics reexamined prior to construction.

That completes our presentation on this item, Mr. Chairman, unless there are questions.

Mr. BLATNIK. Are there any questions?

Mr. BECKER. Where do the boats go in and out now, Mr. Brennan?

Mr. BRENNAN. At this point shown on the map between the green lines [indicating].

Mr. BECKER. There is only some two-odd feet of water there?

Mr. BRENNAN. Two to three feet is now the controlling depth.

Mr. BECKER. That is at high or low water?

Mr. BRENNAN. Low water, sir.

Mr. BECKER. Low water?

Mr. BRENNAN. Yes, sir.

Mr. BECKER. Therefore, boats going in and out of there now have to wait for high tide to go in or out?

Mr. BRENNAN. They have to wait for high tide, unless they have a very shallow draft.

Mr. BECKER. Then, what kind of boating is that harbor used for? Is it used for business, commercial fishing, as well as private boats for pleasure purposes, but not for commercial transportation of any kind?

Mr. BRENNAN. There are both commercial boats and pleasure craft there, and buy-boats also come in there.

Mr. LANKFORD. Do you know what a buy-boat is, Congressman?

Mr. BECKER. No, I do not.

Mr. LANKFORD. They buy oysters from the tongers and transport them to the packinghouses. They are usually larger vessels than the tongers use and they are commercial transportation vessels in a sense.

Mr. BECKER. Do people in the area make a living off this project?

Mr. LANKFORD. Yes, they do.

Mr. BECKER. That is all.

Mr. LANKFORD. Sports fishermen, commercial fishermen, oystermen and crabbers use it.

Mr. BLATNIK. Thank you very much, Mr. Brennan.

Mr. AUCHINCLOSS. What is the benefit-cost ratio on this project?

Mr. BRENNAN. 1.1 to 1.

Mr. LANKFORD. May I just make one comment there. This is in an area which because of its close proximity to Washington and because of the better transportation facilities, which are available, has a great potential for development in the future, and it is every day being rapidly developed and will be in the future developed as a recreational area in addition to its commercial use now, and I think that, while there is nothing tangible that can be taken into consideration at the present time, this potential is very definitely there, which I think would have an effect on the cost-benefit ratio.

Thank you very much, gentlemen. If I may be excused, I am sure that Mr. Hodges can answer any questions that you may submit to him.

Mr. BLATNIK. Thank you very much, Congressman.

Mr. John Hodges.

Mr. HODGES. Yes, sir.

STATEMENT OF JOHN M. HODGES, VALLEY LEE, MD.

Mr. BLATNIK. Mr. Hodges, please give your name and whom you represent.

Mr. HODGES. Mr. Chairman and gentlemen of the committee, my name is John M. Hodges. I live at Valley Lee, St. Mary's County, Md. I am a farmer and waterman. I make some part of my living from the water.

I am honored to be here. I feel it is an honor to be able to come here and see you gentlemen and to be heard by you.

I would like to explain to this fine gentleman over here from Long Island that if he could ever come down into St. Mary's County and partake of a little of our seafood that I think he would change his mind.

We truthfully did not come in with any prepared statement. We feel that we do have a definite need of this aid there as the getntleman pointed out. As to the channel there, I have pointed out several times recently that it is a question of twisting and skipping around to find a place to get in or out; you do not know where to go when you go out there. There is certainly a very definite need for this improvement.

Just across the Potomac River there is a very good sports fishing ground. We have a lot of rockfish and bluefish and so forth that are caught over there. Very often in the fishing season we claim that there

are 60 to 75 boats that use our creek there as a harbor, but many times on Sundays and Saturdays out in the river right adjacent to this area, there would be as many as 200 to 300 boats, and I do not think I am elaborating or stretching it one bit when I say that there are that many boats fishing out there, and the nearest harbor would be either Fort Britain up near Leonardtown, a matter, I suppose, of 8 or 9 miles or St. Marys, which is about an equal distance.

I see a tremendous need there from a safety angle, and I believe that it would be a great aid to the county or to anybody who would happen to be up there fishing. Sometimes we do not care where we come from when we want to fish; we may even be from New York.

I do not know what else I could add to it. We came over here more or less to answer any questions that the committee may have. I have 5 or 6 other gentlemen here, who are landowners and people who are interested in the creek. I have found nobody who has any objections to it. We feel that we need it, and we humbly ask your aid along that line.

If there are any questions you would like to ask, if I cannot answer them, maybe some of my colleagues can.

Mr. BLATNIK. Mr. Hodges, could you give us a little more of an idea of just what commerce is now passing through there by way of seafood and what you expect the potential to be, briefly?

Mr. HODGES. I have a rather large farm on that creek. I have a gentleman here, Mr. McKay, who owns property there. We have farms there, and we have oyster grounds.

During this past winter, for example, I was trying to seed some oysters in that creek, to go out and do some seeding. I could not go out when there was a very low tide. I could not get out and so I had to go to Smith Creek, a matter of 5 or 10 miles. I had to take them to Smith Creek by truck and put them in a boat and then put them overboard. I definitely think that this would be an improvement. When you are talking about these things, it is problematical. Then there was another occasion, the one that Mr. Lankford was talking about.

I certainly think that it would be a great benefit from a commercial angle also.

Mr. BECKER. Mr. Chairman.

Mr. BLATNIK. Mr. Becker.

Mr. BECKER. As to all these boats that use this area or creek, I presume they are boat people who make repairs to them and they make a living from servicing the boats that use the creek?

Mr. HODGES. Truthfully, we do not have a railway in there, and the question recently has been that there is not any harbor to get into. A lot of these boats are owned by people who have them there for pleasure.

Mr. BECKER. I am trying to help on this.

Mr. HODGES. I cannot represent a lie, even if you are.

Mr. BECKER. How many boats are using this area?

Mr. HODGES. We estimate about 66 boats are using it at this time.

Mr. BECKER. And you think that more will use it if you put a channel through it?

Mr. HODGES. Yes; very definitely.

Mr. BECKER. Will it increase employment in that area?

Mr. HODGES. Certainly, yes, it would.
Mr. BECKER. That is all.
Mr. MEATYARD. May I make brief statement, Mr. Chairman?
Mr. BLATNIK. Yes.
Mr. MEATYARD. Thank you.

STATEMENT OF F. ARCHIE MEATYARD, JR., TALL TIMBERS, MD.

Mr. BLATNIK. State your name and whom you represent for the record.

Mr. MEATYARD. My name is Archie Meatyard, Jr. I practice law in Bethesda, Md., but I am vitally interested in Tall Timbers, Md.

I may say, sir, that this area is a subdivision of Tall Timbers, which was started in 1921.

Mr. McKay, who is located on the other side of the creek, is the gentleman sitting back there, and Mr. Hodges is in the other area.

This entire area is the finest oyster ground for food that there is in the area. We have not seeded every section because this has been a pending project for some 10 years, on this particular harbor. If there was a dredge coming in there, we certainly would not want to replenish our oysters at that particular ponit.

As Mr. Hodges was saying, frankly, the Bureau of Fisheries of Maryland, I think, up to the 19th of April has given the opportunity for people to replant oysters in their own beds, in the State of Maryland, at a price, I think, that ranged about $1 a bushel for wonderful oysters which we did not take advantage of ourselves at this time, because of this pending project. There are many acres of that creek area which would be wonderful sources of oyster supply.

I may say, speaking for Tall Timbers alone, that there are now approximately 120 houses built in Tall Timbers. They are rented chiefly to officer personnel from Patuxent Naval Base, which is located about 9 miles across from here on the peninsula.

There is a great number of residents from both Washington and Alexandria who have their own houses there.

I have, on many occasions at the end of this particular road, which has no facilities there whatsoever, except it is just an area on the water's edge, seen as many as 32 or 33 boats there on weekends. They are very shallow draft boats, but there are a number of us with residences there. We have to go like a snake in and out and around to try to hit the deep part of the harbor there. We buy these pleasure craft at the present time, and we rely on canoes, and outboards principally.

There is another point I would like to speak of and that is about the interest that people are taking in building the area up.

Our property borders right here [indicating on map]. About 1945 we put in a seawall type of project to protect our waterfront. That was a project that cost about $9,700. It proved successful because we had lost about 45 feet of our bank in one flood season.

The Legislature of Maryland passed an act whereby the county would finance the construction of the remainder of the Tall Timbers seawall type of project and assess it on a 10-year basis to each landowner abutting it. We now have pretty nearly a full mile of seawall type of project where the expense has been borne by Tall Timbers citizens themselves.

Just about 3 miles up from there you have the L. P. Stewart refinery tanks where the seagoing vessels unload the oil at that particular place, so that the area is progressing. There is a lot of population there, and we feel the need is there, sir.

Mr. BLATNIK. Thank you very much, Mr. Meatyard.

Are there any further questions?

Mr. HODGES. Would any other gentleman like to add anything to what we have said? We certainly would like to thank you for the opportunity of appearing before the committee to present our views.

Mr. NICHOLSON. Do you have any natural oyster beds there in the area?

Mr. HODGES. Yes, sir.

Mr. BLATNIK. Thank you very much, Mr. Hodges.

Mr. HODGES. Thank you very much, Mr. Chairman, and gentlemen of the committee.

FIRE ISLAND INLET, N. Y.

Mr. BLATNIK. The next project is Fire Island Inlet, N. Y. We will hear from Congressman Becker of New York.

Mr. BECKER. Mr. Chairman, I prefer that the engineers give their version of the project before I proceed.

Mr. BLATNIK. Very well. We will be glad to hear at this time from General Weaver of the Corps of Engineers.

STATEMENT OF GEN. THERON DeW. WEAVER, CORPS OF ENGINEERS

General WEAVER. Thank you, Mr. Chairman and gentlemen of the committee.

This is a survey made in cooperation with the State of New York as represented by the Long Island State Park Commission, covering a stretch of shore between Fire Island Inlet on the east and Jones Inlet on the west on the south shore of Long Island facing the Atlantic ocean.

This report is authorized by section 2 of Public Law 520, 71st Congress, the River and Harbor Act approved July 3, 1930, as amended and supplemented. The report has just been submitted and there is no document number on it as yet. There is no other Federal beach erosion-control project in the area.

This stretch of shore from Fire Island Inlet to Jones Inlet lies 50 miles east of New York City and approximately 100 miles west of the east tip of Long Island. It is 15 miles in length with the Great South Bay in back of it and the Atlantic Ocean in front. The island is relatively low in elevation.

The shore is all owned by non-Federal public interests. There are no private lands involved in this stretch of beach.

Jones Beach State Park forms the west part of this shore. It is a magnificent installation, built by the Long Island State Park Commission at a cost of about $50 million, I believe. Some 40 million cubic yards of fill were pumped in by the State interests to make a splendid public recreation area which is visited by some 8 million people a year, and 10 percent of them come from outside the State of New York.

There are other beaches to the east. These beaches are visited by perhaps 2 million people per year. So you can see the beaches are tremendously popular.

This particular project is somewhat strange for a beach erosion project in that it is also interrelated with the navigation project, particularly this area at the east end. The Federal navigation works which have been constructed in this area consist of the jetty at Democrat Point on the east side of Fire Island Inlet; another jetty at the east side of Jones Inlet which is still under construction but almost finished. A navigation channel through Fire Island Inlet was authorized but no funds were appropriated for the initial construction. In the meantime a channel of project dimensions was scoured during a storm. Subsequently, the project channel has been maintained with Federal maintenance funds.

The non-Federal interests, that is, the people in the area, have built groins and bulkheads, et cetera, to protect the east end, particularly the development along Oak Beach.

The principal problem is how to provide the material to maintain this shore from Fire Island Inlet to Jones Inlet in a suitably stable condition. There is a history of recession going back for many years. Also, Democrat Point has moved westward 4 miles since 1825. The sand is now moving around the jetty into that channel in Fire Island Inlet.

I think I can explain it better by using this map here. Noting that the impounding area of this jetty has been filled with sand, you can get some idea of the movement of sand. The sand moves generally from the east to the west at a rate of about 450,000 cubic yards each year. That is almost a cubic foot of sand going by this point every minute of the day all year long.

This jetty, when it was completed in 1940, functioned as planned to impound the moving sand. It is now filled so that the sand comes around its end, as you can see by that sand spit in the inlet. This process is constantly going on. That spit is getting bigger and bigger and as it grows it forces the channel closer and closer to the north shore of the inlet at Oak Beach. The island is very narrow there and erosion threatens to cut it right across at this point.

There is a deficiency also in the supply of sand to beaches west of Fire Island Inlet. If you think of this sand as previously moving and forming a source of wealth for the shore downdrift, you can see that this sand now is kept away from these beaches and is being deposited here near Democrat Point, so that there is a deficiency of about 300,000 cubic yards of sand every year on the beaches from Oak Beach to the west.

The Oak Beach situation is a dangerous one from the beach erosion control standpoint. The channel is dangerous from a navigation standpoint.

As you can see, here is the open ocean and the waves come from this direction south and southwest. These small boats and barges which use the channel come in from the ocean and have to navigate in an S-shape channel. Here they are almost broadside to the seas, which makes a dangerous situation.

So we analyze the study and find out what local interests desire and what can be done. Local interests desire primarily the stabilization of the shore to the west clear over to Jones Beach, and particularly the protection at Oak Beach, and maintenance of a better navigation channel through Fire Island Inlet.

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The district and division engineers at New York developed several plans, one of which the division engineers recommended in this report as a solution for this problem. It is a relatively short term solution.

Mr. AUCHINCLOSS. General, may I interrupt you there?

General WEAVER. Yes, sir.

Mr. AUCHINCLOSS. Will you tell me, of that coastline, how much roughly is privately owned and how much is publicly owned?

General WEAVER. None of it from Fire Island Inlet to Jones Inlet on the west is privately owned. Every bit of it is publicly owned. None of it is Federally owned, it is all non-Federal public property.

This line right through here is the dividing line between Suffolk County on the east and Nassau County on the west. Here you will find Oak Beach, Cedar Island Beach, Gilgo Beach, and Gilgo State Park. I believe the first three are owned by the town of Babylon. Tobay Beach, which is a play on the words Town of Oyster Bay, is owned by Oyster Bay, and from here on to that point westward is owned by the Long Island State Park Commission. So it is all publicly owned.

Mr. AUCHINCLOSS. That makes it simpler than if it was broken up between privately owned and publicly owned property.

General WEAVER. That complication does not come into the picture.

The solution that the division engineer has recommended is a combination of taking advantage of the need for sand at Oak Beach and to the west and also to improve the navigation channel through Fire Island Inlet. The way that is proposed to be done is to dredge material from here in the inlet. There would be about 6 million cubic yards of material dredged in 3 increments at about 5-year intervals, placing initially 500,000 cubic yards on Oak Beach, where the most serious location is; another 1½ million cubic yards at a feeder beach at Cedar Island Beach. And you can see as you dredge off this shoal in here it widens the channel and takes away the pressure of the tidal current from that exposed shore at Oak Beach. That makes it possible to put sand on Oak Beach and not have it lost immediately, because otherwise the sand would disappear almost as fast as you put it on.

This dredging operation would be done by pipeline except that there would be a small residue on the edge that might have to be done by a hopper dredge. So in the plan there is a proviso for supplemental hopper dredging, if required, every time there is a pipeline operation at about 5-year intervals.

You remember I told you the movement of sand is from the east to the west. The sand would be put here on this feed beach by pumping through a pipeline, and then would be moved to the west by the forces of nature so as to feed the beaches to the west. In other words, you get nature to help you, or you cooperate with nature to obtain the benefits of littoral forces.

This solution would cost a total of $6,486,000, of which the Federal cost would be 42 percent, or $2,724,000. The State and other local interests would pay $3,762,000.

The annual charges on this project would be $464,000, and the annual benefits would total $640,000, of which $555,000 are beach erosion control benefits and $85,000 are navigation benefits.

The ratio of annual benefits to annual costs is 1.4.

The local cooperation required from the sponsoring agency, the State, would be, before initiating any work they must obtain the approval of the Chief of Engineers on the plans and specifications and on the arrangements for conducting the work. They would provide the lands, easements, and rights-of-way, and hold and save the United States free and harmless from claims for damages. Furthermore, they would have to assure the United States that they would not permit any pollution of the water that would make it harmful for bathing. Also, they would have to maintain the project over its useful life and assure continued public ownership and public use of the shores during the life of the project.

The report was submitted to the Governor of the State of New York and to the Long Island State Park Commission, both of whom favored it. The Bureau of the Budget made no adverse comments on the report.

I shall be glad to answer any questions.

Mr. BLATNIK. Any questions?

Mr. ROGERS. On this matter of the sand closing the inlet, would that continue to come about?

General WEAVER. If something is not done it certainly will.

Mr. ROGERS. Even with this dredging?

General WEAVER. I say if nothing is done. There is an authorized Federal navigation project for a channel through that inlet, but the exact location is not specified. The New York district can maintain it by constant dredging. The district dredged it in 1954 and again last fall, and proposes to use a hopper dredge again in July, but it is a constant job. They can only keep the channel open at a constantly increasing cost because of the increasing volume of sand that has to be moved, but the channel gets worse as it moves closer to the shore.

Mr. ROGERS. What does it cost to keep that channel open?

General WEAVER. It has just begun. This jetty started out as a big bank or reservoir for sand but it got filled up a few years ago. In 1954 they spent about $32,000 for the maintenance dredging, and last year they spent about $47,000 in October.

Mr. ROGERS. That is for the channel, for keeping it open?

General WEAVER. Yes, just the channel; and now they have set up $50,000 for operations in July, which is less than a year since last October, so that they will have spent about $90,000 in less than a year.

Mr. ROGERS. Is that local or Federal?

General WEAVER. Federal.

Mr. ROGERS. Have the local interests spent anything?

General WEAVER. I am not aware of anything on the channel.

Mr. ROGERS. As I understand, you plan to remove the shoaling, and that must be done every 5 years?

General WEAVER. By taking 2 million cubic yards initially, you take this point off the end and obtain a much wider and straighter channel and get fill material to put over here on Oak Beach and also in the feeder beach. This area will fill up again.

Mr. ROGERS. There is no way to stop it?

General WEAVER. No. You could keep on building the jetty out into the ocean at an excessive cost, but it would fill up and the sand would pass it again.

Mr. ROGERS. So you feel it will fill up to the degree that you will have to do this every 5 years?

General WEAVER. Every 5 years from the end of the spit. This is what we call the most practical solution. An alternative method of bypassing would amount to dredging, except instead of hopper dredging and pipeline dredging it would be by a plant mounted on a trestle or barge. This method is being studied by the Long Island State Park Commission.

Mr. ROGERS. How many years does this plan that you have presented cover? Does it cover the removal of 1 shoal in the first 5-year program?

General WEAVER. This 2 million yards is the first increment, the first part of the 15-year plan. That would take off the dangerous part of that shoal.

Mr. ROGERS. Is that the only part included in this project at present?

General WEAVER. No, sir; it covers 2 more increments of 2 million yards each to be removed.

Mr. ROGERS. That is in the cost?

General WEAVER. That is in the cost; yes.

Mr. ROGERS. Will you also have to have further dredging of the channel?

General WEAVER. No; it is not contemplated that the annual dredging will be necessary. When you think of what the hopper dredge *Hyde* did last year and the year before, taking 46,000 or 47,000 yards of material, that is just a nibble.

Mr. ROGERS. So you do not feel you will need annual dredging along with that?

General WEAVER. No. It is expected that the annual dredging would not be necessary when by dredging so much you make a place where the sand coming around the jetty can be deposited and from which it would be removed at about 5-year intervals.

Mr. ROGERS. How about the prevention of storm damages? How is that done?

General WEAVER. That is done by building a beach in front of Oak Beach, in particular. You know storm damages are caused by waves and high water, and if you can make the waves break farther offshore, that is the way storm damage prevention is accomplished in this project.

Mr. ROGERS. And how does decreased maintenance of buildings and grounds figure in?

General WEAVER. About $2,500,000 of damages have been suffered since 1938. That includes damages from more than ordinary storms because it also includes hurricane damages.

Mr. ROGERS. And land loss?

General WEAVER. Land is lost by this constant erosion. At Oak Beach they have had to move houses back, pull them back out there. This cutting is progressively moving over here—to westward.

Mr. ROGERS. Does that move the sand to the other beaches at all?

General WEAVER. Some of it; some of it disappears and goes out to sea.

Mr. ROGERS. Thank you.

Mr. BLATNIK. Any further questions?

Mr. BECKER. General, to the west of Oak Beach has not the land been washed in approximately 600 feet?

General WEAVER. The board went up there last fall and we were impressed with the cutting in that area, and I understand there has been more since then.

Mr. BECKER. And that blue line behind Oak Beach is the main highway?

General WEAVER. That is right. There is a causeway that goes across here. This is a two-lane highway, and I believe the park commission and the State authorities would like to build a four-lane highway when it becomes safe to do so.

Mr. BECKER. And this channel is within a few hundred feet of that highway.

General WEAVER. That is right.

Mr. ROGERS. Will the gentleman yield?

Mr. BECKER. Yes.

Mr. ROGERS. Then you feel the channel must be maintained as it is authorized at——

General WEAVER. 250 feet wide and 10 feet deep. That channel was scoured by nature. The channel was authorized in 1950, 13 years after the jetty was authorized. Before funds were appropriated to dredge the channel, a storm scoured a natural channel which has been adopted as the United States project channel.

Mr. ROGERS. Then it has not been maintained?

General WEAVER. It has been maintained. The New York district is maintaining it. But it is a difficult channel to maintain and will be more difficult to maintain because of the constant moving of the point.

Mr. ROGERS. I thought you said you had removed the shoal area to maintain the channel at 250 feet?

General WEAVER. No. That is to create a better channel.

Mr. ROGERS. But you do presently have a 250-foot channel?

General WEAVER. We do. The New York district dredged it last October and is coming in again with a dredge in July of this year to redredge.

Mr. BECKER. But the channel is moving inland all the time and eventually will wash across that neck. Is that correct, General?

General WEAVER. Yes.

Mr. BLATNIK. Any further questions?

Mr. NICHOLSON. Would a breakwater do any good there?

General WEAVER. You mean out here?

Mr. NICHOLSON. No; closer to the land.

General WEAVER. Over here?

Mr. NICHOLSON. Yes.

General WEAVER. Actually, a breakwater would be very expensive.

Mr. NICHOLSON. It is also expensive to build that up every year when storms break through.

General WEAVER. That is true. Cheaper would be a series of groins with a sand fill, but the groins would be expensive too. The water is very deep here, about 40 or 50 feet deep just 100 yards or so off the shoreline.

Mr. NICHOLSON. I understood you to say there is a danger to the blue road?

General WEAVER. Yes, it is threatened, but there is about 80 feet of land through there. You could build a seawall along there, but that is expensive.

Mr. NICHOLSON. We had something comparable at Winthrop, north of Boston. The northeasters would come in and wash them away and we had to rebuild the roads, and they put in breakwaters and new jetties and nothing has been done for the past 10 or 15 years. You seem to have a comparable situation here.

General WEAVER. I do not know that it is the same. This is just sand. Anything you build would have to be anchored.

Mr. ROGERS. Will the gentleman yield?

Mr. NICHOLSON. Yes.

Mr. ROGERS. Are there any alternative plans?

General WEAVER. There was a so-called comprehensive plan which involved a rather elaborate project. By going in to the east of this jetty and dredging a reservoir for holding the sand that drifts down here, approaching it from the rear with a pipeline dredge, pumping it in through here, and down along the shore on the sea side. That would cost over $8 million. It was a 23-year plan and, as I remember it had several features which bothered the Beach Erosion Board.

Mr. ROGERS. What is the distance between the shoal and the inlet?

General WEAVER. The inlet is about 3,500 feet, about two-thirds of a mile, in width, and when you are out there it looks as though you are out in the ocean when the waves are breaking. You do not want to be in a small boat on these shoals.

Mr. ROGERS. That is all.

Mr. BLATNIK. Thank you, General.

STATEMENT OF HON. FRANK J. BECKER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. BECKER. You see, Mr. Rogers, what happens there now. The lives of these people are in danger.

I am very appreciative to General Weaver and the district engineers for their presentation. We who live there have been impressed for a number of years with the great necessity not only of this particular job or for the job that is now under completion at Jones Inlet. I might add that when this was approved by the Army engineers and permission given to go ahead, the State of New York, my county, the Long Island State Park Commission, all the municipalities involved, put up the millions to put this jetty into being to prevent this land from being washed away and to protect navigation and fishing.

This at the present moment entails my district here on Jones Beach, and the First Congressional District, the district of Congressman Wainwright. It involves the county of Nassau and the county of Suffolk. Jones Beach was given to the Long Island State Park Commission by the county of Nassau many years ago. It was very valuable and was donated by the county to the Long Island State Park Commission.

It was stated by General Weaver that 10 million people use these beaches a year. I am not going to go into great detail, but I want to say for the record the State of New York has approved this project, the Long Island State Park Commission has approved it, and

the engineers have approved it. The Bureau of the Budget has offered no objection. The Board of Supervisors of Suffolk County passed a resolution last Monday whereby they approved the plan and agreed to pay their part of the cost, approximately $500,000. A copy of this resolution of the Board of Supervisors of the County of Suffolk I would like to have made a part of the record at the present time.

Further, I would like to add that in the interest of saving time I will not ask to read the telegrams sent to the Board of Supervisors of Suffolk County, nor ask that they be put in the record because it would be too voluminous, but here is a list of 200 organizations of every type, business and otherwise, concerned, urging approval of the project. I will ask that this list of these organizations be placed in the record.

Mr. BLATNIK. We have a letter from your colleague to the north of you, Congressman Steven B. Derounian, strongly supporting and endorsing this project and commending you for introducing H. R. 8887 and for your efforts in support of this project. That letter will be inserted in the record, to be followed by the resolution of the Suffolk County Board of Supervisors and the list of organizations.

(The documents referred to are as follows:)

HOUSE OF REPRESENTATIVES,
Washington, D. C., May 21, 1956.

Hon. JOHN A. BLATNIK,
Chairman, Subcommittee on Rivers and Harbors,
Committee on Public Works,
House of Representatives, Washington, D. C.

DEAR MR. CHAIRMAN: Pressing matters in my congressional district make it impossible for me to appear personally before your committee, as I would like to, and so I hope that this letter will serve to indicate to you my very real interest in Representative Becker's bill, H. R. 8887, on which hearings are being held today.

I represent the northern half of Nassau County, N. Y., while Mr. Becker represents the southern section, a greater part of which is shoreline. Of course, all of the people of Nassau County, and of Long Island, are affected in one way or another by this very serious beach erosion problem.

The damages suffered by those communities located immediately on our shorelines, both north and south of the county, are far greater than can adequately be handled by local, county, or State resources and the need for assistance on the Federal level is recognized. An overall, coordinated, large-scale program is urgently needed and this can be supplied through activation of the plan recommended by the Corps of Engineers.

Time is important. The work cannot begin too soon. Each year, our beaches suffer increasing destruction, through storms which grow greater in number and more and more severe. The resulting erosion has not been controlled through the piecemeal repairs, which were all that were possible, and the damages suffered have long since outstripped our abilities to control the problem.

The plan recommended by the Corps of Engineers, while affecting only the southern shoreline of Long Island, is one which I believe to be economically sound and which would result in large public benefit.

I hope that a similar thorough study can be made of the northern shoreline, along Long Island Sound, and of the whole island, where a serious problem exists, and work begun as soon as possible.

I commend Mr. Becker for the action he has taken in introducing H. R. 8887 and for his efforts to aid Long Island through this legislation. Enactment of this bill is vitally needed and I trust the committee will take prompt and favorable action.

Respectfully,

STEVEN B. DEROUNIAN.

RESOLUTION URGING APPROVAL OF FEDERAL AND STATE PLANS FOR IMPROVEMENT OF FIRE ISLAND INLET, MORICHES INLET, AND SHINNECOCK INLET, AS WELL AS THE BEACHES OF THE SOUTH AND NORTH SHORES OF SUFFOLK COUNTY

Whereas the waterways and beaches of our county are a priceless asset to the people, and their preservation is of vital importance to our welfare and prosperity; and

Whereas Federal, State, county, and local authorities are bending every effort to protect and preserve these waterways and beaches, holding public hearings. and developing plans for protection of our shores, and public funds are being expended on comprehensive engineering plans and construction of remedial works along the north and south shores including Fire Island, Moriches, and Shinnecock Inlets; and

Whereas the Federal Government through its Corps of Engineers has developed a final plan for the completion of stabilization of Fire Island Inlet estimated to cost $2 million, toward which approximately $1,500,000 of Federal and State funds will be available provided the balance of $500,000 will be contributed by the county; and

Whereas the Federal and State governments are studying similar plans for Moriches and Shinnecock Inlets as well as for the entire north and south shore fronts of the county; and

Whereas upon the announcement of the Federal project for the stabilization of Fire Island Inlet in January 1956 it was stated in the press that the chairman of the Long Island Park Commission was in favor of the Fire Island Inlet stabilization, but did not favor continued stabilization of the Moriches Inlet and it now appearing that such statement was not accurate and that the said chairman of the Long Island Park Commission is in favor of stabilization not only of the Fire Island Inlet but also of the Moriches Inlet and Shinnecock Inlet: Be it therefore

Resolved, That the board of supervisors here by authorizes:

1. Financial participation by the county of Suffolk in the amount of approximately $500,000 in the plan of the United States Army Corps of Engineers for dredging of the Fire Island Inlet and the use of the dredged material for restoration and protection of the shore in the Fire Island Inlet area.

2. Financial participation by the county in Federal and State plans for further improvement of Fire Island, Moriches ,and Shinnecock Inlets as well as the entire north and south shore fronts and the easterly bays of Suffolk County, after appropriate review by the county, and with the full cooperation of the United States Army engineers, the New York State Department of Public Works, and the Long Island State Park Commission.

3. Continued Federal maintenance of Fire Island Inlet in an amount equal to or greater than the $85,000 now provided for under Public Law 516, 81st Congress, 2d session.

4. Furnishing free of cost to the United States, all lands, easements, and rights-of-way and spoil-disposal areas, as may be required, for the construction and maintenance of the project and hold and save the United States free from any damages that the county of Suffolk might suffer incidental to the improvement but this assurance shall not be interpreted in any way wherein the county of Suffolk would defend the United States from any third-party action or claim.

5. That the chairman of the board of supervisors be authorized to execute an assurance to the United States of America in accordance with this resolution.

IMPROVEMENT OF FIRE ISLAND INLET

List of navigation interests, firms, organizations, and citizens who have gone on record urging approval of the United States Army engineers' plan for improvement of Fire Island Inlet:

IN SUPPORT OF ARMY PLAN FOR FIRE ISLAND INLET

Patchogue Chamber of Commerce, John H. Astor, president
Bay Shore Chamber of Commerce, Wesley Martin, president
The Long Island Association
Spentonbush Fuel Co., William Brooks

Ira S. Bushey & Sons, John H. Muller, assistant to president
South Shore Power Squadron Waterways and Facilities Committee, Carl T. Hellsten, chairman
Coast Guard Auxiliary Flotilla 1308, James Sidey, commander
Patchogue Bay Power Squadron, Edward Schwinge, commander
Babylon Boatmen Association, Frank Rohl, president
Captree Fishing Fleet, John Guttman, secretary
Great South Bay Shellfish Association, Al Russo
Long Island Fishermen's Association, Nicholas W. Griek, secretary-treasurer
Third District, United States Power Squadron, Robert T. Schmidt, junior staff captain
United States Coast Guard Auxiliary Flotilla No. 1311, Wesley J. Jorgensen
Patchogue Bay Power Squadron, August Ditmars, commander
Great South Bay Power Squadron, W. W. Shelbourne, commander
United States Power Squadrons Educational Department, William Nacovsky
Bay Shore Tuna Club:
T. McDonald, president
A. Rhodes, secretary
Frank Nowhel, treasurer
New York State Waterways Association, John A. Reilly, president
Babylon Yacht Club, William H. Deale, secretary
Freeport Yacht Club, A. R. Crayshaw, commodore
Nassau Yacht Club of Freeport, David Custage, commodore
White Cap Sea Foods, Inc., John Lundstedt, treasurer
Brewster's Shipyard, Douglas Brewster, president
Babylon Fishing Guides Association, Harry Southard, secretary
Master Printers Association, James M. Paxson, president
Chamber of Commerce, Holbrook, Alfred Lupoletti, past president
Wyandotte Hotel, Bellport, William Giglio
Bay Shore Chamber of Commerce, Joseph Goldsen, past president
Sears Roebuck, Bay Shore, William B. Dominick, manager
Grover Lumber Co., Patchogue, Arthur Marchak
Overhead Door Co., Patchogue, Warren Brady, president
Young & Young, Inc., Patchogue, Edwin W. Young
Sequams Property Owners Association
Allco Concrete Prop., E. Patchogue, Russell Ferrer, president
Jasco Heat & Air Conditioning East Islip, S. Noster
Lewis C. Bollenbach, real estate and insurance, Bay Shore.
United States power squadron:
Philip Sparacino
Robert T. Schmidt
Frank Schenck
Thomas F. Kiely
Edward Kuehn
Carl T. Hellsten
J. Ralph Walker
Albert Wise
E. B. Dunkerley
E. O. St. George
First National Bank & Trust Co., Charles McDonald, cashier
Patchogue Bank, Francis X. Napoli
Capt. Edward Reams, Patchogue
Chamber of Commerce, Sayville, Burdge H. Diamond, past president
Amityville Rotary Club
Amityville Business Men's Club
Amityville Chamber of Commerce
Amityville Kiwanis Club
Babylon Rotary Club
Lindenhurst Lions Club
Lotito Bros., Sal Lotito, president
Texas Oil Co., Freeport, Carl Hellsten, superintendent of operations
Long Island Sea Clam Co., Point Lookout, N. Y., Robert L. Doxsee, partner
State of New York Public Works, John W. Johnson, superintendent
Oak Beach, Theodore Bedell, county comptroller
August F. Heimerich, Oak Beach
Capt. Clarence DeGarmo, Babylon

D. R. Cunnison, Oak Beach
Lucius D. Madeo, West Gilgo
Capt. Tredwell Abrams
Oak Island Beach Association, Inc., F. J. O'Connell, president
Suffolk Nassaul County Fire Island, F. W. Threcartin
First National Bank & Trust Co., Bay Shore, Louis Komarek, comptroller and auditor
Dr. N. A. Cole, Patchogue
Laurence Silber, Patchogue
Al Wise, P. E., Patchogue
Fanny Goldstein, Patchogue
E. P. Hopkins, Babylon
Andrew Ribaudo, Huntington Station
Roy A. Hoskins, Queens Village
Phillip Rosenzweig, Bay Shore
M. H. Walsh, Bay Shore
Charles H. Graham, Queens Village
William G. Brown, Bay Shore
John Kluge, Brightwaters
Gilbert B. Phelan, Bay Shore
Barney Brophy, Brightwaters
Frank Rickerly, Bay Shore
William Austin, West Islip
John Healy, Bay Shore
Thomas Kletchka, Bay Shore
Vincent Abbott, Bay Shore
Martin Kletchka, Bay Shore
Allen Kletchka, Bay Shore
Irving Haas, Bay Shore
John Kletchka, Bay Shore
Anthony Lewandowski, Bay Shore
John Lewandowski, Bay Shore
Herman and Gertrude Tufel, Rockville Centre
Gilbert Phelan, Jr., Bay Shore

Mr. BECKER. I am very grateful to Congressman Derounian.

The statement I want to make for the record is purely extemporaneous and verbal.

All of Long Island, the north shore and the south shore, is endangered not only propertywise but the lives of hundreds of thousands of people are endangered by the erosion of the north and south shores.

The Army engineers started the early part of this year holding hearings at Westhampton Beach, Babylon, and Mineola. I attended the hearings at Babylon and Mineola and, while I am in favor of and approve the project proposed for Fire Island Inlet, I believe there is a vital necessity for a complete comprehensive plan for the shoreline, because it is a well known and established fact that you cannot merely do a job at this point here [indicating] and expect that that is not going to require something later on unless you have a comprehensive plan.

This part from Fire Island Inlet to Jones Beach is being washed out here. Here will be a feeder project to keep building up the shoreline. That is one of the great objectives of this particular plan, why it is so necessary, and I sincerely hope that when the committee hears Captain Westerlind you will be impressed with the necessity for this just as Mr. Rogers of Florida knows the importance of erosion control, and as Mr. Auchincloss, of New Jersey, and Mr. Nicholson, of Massachusetts, know the importance.

I have lived my life on Long Island and it breaks your heart to see the tremendous beaches we have and are now, because of these conditions, washing away.

There is one picture here in large form that the chief engineer of the Long Island State Park Commission could show to you. This shows the jetty, the shoal here, the houses on both ends of the beach. Every year they have to move these houses or they are destroyed. You can see where the land is being washed away and eventually it will destroy the whole business. When that happens, your inland, your mainland, becomes vitally affected. I thought this air picture would show you how all this sand has washed across here and filled the jetty.

I want you to appreciate the fact this affects two congressional districts and later on will affect the congressional district to the west where we have projects being done by the State and municipalities in Nassau and Queens Counties.

So it has absolute approval by the people, by the county board of supervisors of Suffolk County; everybody is in favor of it.

I made my remarks as brief as possible and I hope we will have the indulgence of the committee to hear from Mr. Sidney Shapiro, chief engineer of the Long Island State Park Commission, who has lived with this for 30 years. He will go into things I have not covered.

Mr. BLATNIK. The Chairman would like to say your remarks may be brief but they are most persuasive. Your problem is growing more and more serious and it is one that obviously the State and local agencies and people cannot combat alone, and therefore they come here and ask for Federal assistance.

Thank you for your very effective statement.

Mr. BECKER. I should like to add that I shall continue my efforts until we have a complete comprehensive plan from Ambrose Lightship to Montauk Point.

Mr. BLATNIK. Mr. Shapiro.

STATEMENT OF SIDNEY M. SHAPIRO, CHIEF ENGINEER, LONG ISLAND STATE PARK COMMISSION

Mr. SHAPIRO. Mr. Chairman, General Weaver and Congressman Becker have covered the problem so thoroughly I think there is very little I can add that would not be a repetition. I do, however, have a statement here from the Long Island State Park Commission I should like to read into the record.

I am appearing here on behalf of the Long Island State Park Commission of the State of New York to ask the help of this committee in expediting the new plan of the Army engineers for improvement of Fire Island Inlet.

Beach-erosion conditions have become steadily worse in the inlet area, and the Federal Channel is threatening to break across Oak Beach to the inner bay. This would sever the Ocean Parkway, the lifeline connecting New York State's $50 million Jones Beach State Park with the new Captree causeway to the east. From a navigational viewpoint, such a breakthrough would be disastrous to thousands of commercial and private boats using the inlet.

I would like to place in the record one of the many appeals from organizations and individuals requesting assistance in both shore protection and navigation.

The only solution is in the new plan just submitted by the Corps of Engineers to the Congress for approval. I am glad to report the New York State Legislature, as well as the Board of Supervisors of Suffolk County, have already authorized the local funds required by the United States as well as furnishing the remaining local assurances as to public ownership, waiver of damages, easements, pollution, and so forth.

Anything this committee can do to help bring the Fire Island Inlet improvement plan closer to final fulfillment will be in the public interest and in the interest of some 10,000 boatowners in the New York Metropolitan area and along the south shore of Long Island, and will be one more step in the comprehensive plan for shore protection and navigation from Ambrose Lightship to Montauk Point.

(The statement of Mr. Shapiro follows:)

STATEMENT OF SIDNEY M. SHAPIRO, CHIEF ENGINEER, LONG ISLAND STATE PARK COMMISSION, AT HEARING BY COMMITTEE ON RIVERS AND HARBORS, MONDAY, MAY 21, 1956, RE FIRE ISLAND INLET

I am appearing here on behalf of Commissioner Robert Moses, president of the Long Island State Park Commission, to ask your help in expediting the new Army engineers plan for improvement of Fire Island Inlet on the south shore of Long Island.

Conditions have become steadily worse in the inlet area and the Federal channel is threatening to break across Oak Beach to the inner bay. Among other things, this would sever the Ocean Parkway, the lifeline connecting New York State's $50 million Jones Beach State Park with the new Captreet causeway to the east, as well as destroying many homes on Oak Beach. From a navigation viewpoint, such a breakthrough would be disastrous to thousands of commercial and private boats using the inlet. I hand you some of the many appeals from navigation interests, organizations, and individuals requesting assistance.

The only solution is in the new plan just submitted by the Corps of Engineers to the Congress for aproval. I am glad to report that the Governor of the State of New York, as well as the Board of Supervisors of Suffolk County, have already authorized the local funds required to match the Federal costs, and have furnished local assurances as to public ownership, waiver of damages, easements, and pollution.

We are deeply indebted to General Weaver, president of the beach erosion board, without whose cooperation and interest the Fire Island Inlet project would not have reached its present stage of advancement.

Favorable action by your committee will expedite the Army engineers' plan for the improvement and stabilization of Fire Island Inlet and will bring one step closer the comprehensive plan for protecting the beaches and stabilizing the waterways along the south shore of Long Island from Ambrose Channel to Montauk Point, as well as along the north shore.

Mr. BLATNIK. Thank you very much. Any questions?

Mr. ROGERS. Have any plans been made for a comprehensive solution to this problem?

Mr. SHAPIRO. Yes. We have had a plan under study for many, many years. I have a map I would like to show you. I have here a map of Long Island which covers the 120-mile-long shoreline from Ambrose Channel to Montauk Point. It is called the Federal-State aid beach protection program. Some of it involves State funds, some city money, and some is a combination of State, city, and county, and some includes Federal funds.

Mr. ROGERS. What would be the total Federal participation in such a comprehensive plan?

Mr. SHAPIRO. I think it is impossible to state at this time because the Corps of Engineers has just completed a study to Montauk Point.

Mr. ROGERS. Then you do not actually have a comprehensive plan?

Mr. SHAPIRO. We have a schedule worked out working from west to to east.

Mr. ROGERS. Do you have an estimate of the overall cost of the comprehensive plan?

Mr. SHAPIRO. A combination of State, city, county, and Federal money would run into many millions and take many years to complete. Just what portion would eventually be recommended by the Corps of Engineers for Federal participation, and what portion would be State aid, I do not know.

Mr. ROGERS. I wondered if it would not be preferable to tackle a comprehensive plan rather than a piecemeal plan that might not serve the purpose?

Mr. SHAPIRO. From Fire Island east the Engineers are now making a study. When they are finished with that they will be able to come in with the estimates you want, but there has never been a complete comprehensive plan. East of Fire Island has never been included until last year. I believe they have just started making the plan to the east.

Jones Inlet, that you approved 2 or 3 years ago, is limited here. Now Fire Island is before you, and then it will go eastward. Each link fits.

Mr. GRAY. There would not be any duplication, then?

Mr. SHAPIRO. No.

Mr. GRAY. Has there been any previous dredging done in this inlet?

Mr. SHAPIRO. Fire Island Inlet; yes. General Weaver explained that.

Mr. GRAY. How long ago was that?

Mr. SHAPIRO. It was submitted in 1948 and the Government never did appropriate construction funds for it, but the natural conditions developed in such a way that the channel was created by nature.

Mr. GRAY. There have been no Federal funds spent on dredging operations?

Mr. SHAPIRO. Not on construction, but on maintenance $32,000 was spent a couple of years ago and some forty-thousand-odd dollars spent a year ago. This project would supersede that, take the place of that.

Mr. GRAY. This strikes me as being a very worthy project. I am just wondering why there should not be a more permanent solution rather than going back every 5 years. Is that not the plan?

Mr. SHAPIRO. Yes. This is a 15-year plan. It will solve it for at least 15 years, which is as far as we can look ahead at this time.

Mr. GRAY. Where did the 5-year plan come in? I came in late, but I understood something about a 5-year plan.

Mr. SHAPIRO. There is to be a dredging operation, we hope, this year, another 5 years from now, and then a third dredging operation 5 years later.

Mr. GRAY. I thought they said the removal of the shoals would be every 5 years.

Mr. SHAPIRO. Three 5-year operations.

Mr. BECKER. Mr. Gray, like you, I learn something every once in a while. Money has been asked for dredging for navigation and local contributions. Colonel Allen says navigation projects are invariably paid by the Federal Government, and it is a navigation project in this

particular channel. We do not hope this will be a recurrent problem after the comprehensive plan is completed. It will be recurrent for the next 11 years on the 3 operations for pumping sand, but once the comprehensive plan is completed to the east of Fire Island we hope that will be finished.

You will find there are people who have very beautiful summer homes in along here on Fire Island [indicating on map].

Mr. GRAY. Where is yours located?

Mr. BECKER. Mine is not here. I do not come in that category. I still have my little home in Lynbrook that I built 32 years ago, and it is my summer and winter home. But down here there are very beautiful summer homes. There has been some dissension among the people here, but under our policy it is the greater number of people to be served by a project rather than a few. These people eventually will be served by the comprehensive plan which we certainly will continue to work for.

Mr. ROGERS. What objections do they raise?

Mr. BECKER. They raise the objection, the same as is raised here, that the sand is washing off here and piling up here [indicating on map]. They would like something done up here [indicating].

Mr. ROGERS. For permanence?

Mr. BECKER. Yes. The Army engineers are starting a survey now on that project. That enter the picture and will enter it later on.

I make this open invitation on behalf of the county of Nassau that the committee come up and look at the situation, and we will see to it that you enjoy yourselves while there.

Mr. ROGERS. Is Congressman Wainwright in favor of the project?

Mr. BECKER. I cannot speak for Congressman Wainwright. He will speak here on Friday. He has indicated to me that he is not, Mr. Rogers. He indicated to me on Thursday that he is not in agreement with the project, but I offered the resolution of the Board of Supervisors of Suffolk County that was unanimously passed last Monday agreeing to the project and agreeing to appropriate half a million dollars for their share of the project. Just what the disagreement is, I do not know. I am sure he is capable of speaking for himself.

Mr. GRAY. What type of homes are on the island that this project intends to protect?

Mr. BECKER. At Oak Beach?

Mr. GRAY. Yes.

Mr. BECKER. They are not very large homes, just average summer homes.

Mr. GRAY. I do not remember seeing anything cheap on Long Island.

Mr. BECKER. Mr. Gray, you enjoyed yourself down there, did you not?

Mr. ROGERS. Why is there a Democrat Point there?

Mr. BECKER. We do not discriminate against the Democrats in my area. We invite them in and they become Republicans.

I would also like to say that both Senators from New York State, Senator Lehman and Senator Ives, have companion bills to mine in the Senate and they both favor this project.

Mr. BLATNIK. Who is your next witness?

Mr. BECKER. Capt. Eric Westerlind, chairman of the Suffolk-Nassau Fire Island Inlet Committee and the Captree Boatmens Association. Captain Westerlind is one of the best-known boat captains on Long Island.

STATEMENT OF CAPT. ERIC WESTERLIND, CHAIRMAN, SUFFOLK-NASSAU FIRE ISLAND INLET COMMITTEE AND CAPTREE BOATMEN'S ASSOCIATION

Captain WESTERLIND. Mr. Chairman and members of the committee, there is a very wide interest in this sand bar that is menacing navigation.

I represent over 5,000 boating industries. They range from freighters, trawlers, and party boat fishermen, Twelve months a year—I took a day off today and lost a lot of money coming here—12 months a year I pass this dangerous bar. Due to the terrible surge of the Atlantic Ocean coming in here, we have a 3-way tide many times and when a party boat operator who has from 25 to 80 people on his boat—they come from Greater New York, Jersey, and Connecticut—we sail during the period of a year approximately 1 million passengers on our boats.

Several years ago at the easterly end of Long Island, Montauk Point, we had a terrible disaster. We had a boat by the name of the *Pelican* and they had a rip a half mile east of Montauk Point. That rip is due to that sand pile. We have deep water close inland. It is 40 to 50 feet deep. So as we come in on an outgoing tide—and the tide races about 12 miles an hour—our small craft will go sideways to the tide, and the next big wave will have a tendency to capsize it.

That is why I have gray hair. I have been in this business 36 years. If I have 50 people aboard my boat I have 50 wage earners, 50 wives, and 200 or 300 children depending on me to bring husbands and fathers in safetly.

We have all banded together and we are all of the same opinion that if this sandbar were removed it would remove one of the greatest hazards we have around Fire Island today when we take our people out and want to bring them back safely.

That is all I can add. Of course I would like you gentlemen to take that into consideration and hope that this sandbar can be removed and removed at an early date. Later on in July and August we will get the strong southeasterly winds and when we have to come in on an outgoing tide we are placing ourselves, our property, and the lives of our passengers in jeopardy.

Mr. ROGERS. Thank you very much. Any questions?

Mr. GRAY. What is the distance between the shoal and the shore?

Captain WESTERLIND. The navigable water is 90 to 100 feet.

Mr. GRAY. That is all.

Captain WESTERLIND. And many times we have an oil company that has large tankers, very large tankers, that carry over a quarter million gallons of gasoline and oil, and if we should be coming through this inlet and we approach this 90-foot width and an oil tanker is coming in the opposite way or in the same way, we are riding his weight, and that is a horrible situation.

Mr. ROGERS. Any further questions?

Thank you very much. We appreciate your coming before us. You have been very helpful.

Mr. BECKER. We want to thank the committee for their kindness and attention.

NEW YORK HARBOR, N. Y.

Mr. ROGERS. I think the next project will be New York Harbor. Mr. Weinkauff, of the Corps of Engineers, will be our first witness. You may proceed.

STATEMENT OF HENRY C. C. WEINKAUFF, CORPS OF ENGINEERS

Mr. WEINKAUFF. This report was authorized by the Senate Committee on Public Works' resolution of June 9, 1948.

Briefly, New York Harbor consists of an outer harbor and an inner harbor and a number of connecting channels.

The entrance to New York Harbor from the Atlantic Ocean involves two federally improved channels, Ambrose 45 feet deep, and Bayside-Gedney 35 feet deep, and a third natural channel, Swash-South Channel which has a controlling depth of 21 feet.

The report is primarily concerned with Bayside-Gedney Channel. Bayside-Gedney Channel connects with New York-New Jersey Channels leading into Arthur Kill.

There are extensive terminal facilities located along Arthur Kill and include large petroleum, chemical, and other heavy industries.

The annual commerce in the lower bay entrance channel averages 78 million tons, of which 10 million tons is carried over Bayside-Gedney Channel in some 1,600-vessel trips. The Swash-South Channel carries 10 million tons of material, chiefly waste, from New York and, in addition, there is 1,170,000 tons of commerce carried on coastwise trips, toward barges.

The problem, as you can see, is the intersection of the two main ship channels, Bayside-Gedney and Swash-South Channels, which causes vessel accidents and delays, and congestion in the outer harbor.

The plan proposes to replace Bayside-Gedney Channel and construct an alternate channel here [indicating], 35 feet deep, and generally 800 feet wide, in order to avoid this particular intersection [indicating], which, in a sense, is similar to a street intersection with heavy traffic.

The first cost of this work will be $1,678,000, all Federal and the annual benefits amount to $126,800, of which $76,500 are transportation savings, and $50,300 savings from the elimination of accidents.

The benefit-cost ratio is 1.54 to 1.

The Bureau of the Budget, the State, and Federal agency comments are all favorable.

The project is supported by many shipping and local interests and by the States of New York and New Jersey.

During the course of the preparation of the report, we did receive some objections from several of the pilots in the area. Careful consideration has been given to their objections, and this is the plan that is recommended [indicating].

That concludes my presentation, unless there are some questions.

Mr. ROGERS. Are there any questions?

Mr. Weinkauff, you say this first cost would be $1,580,000; is that about right?

Mr. WEINKAUFF. On the current cost basis, the first cost would be $1,678,000.

Mr. ROGERS. Yes, $1,678,000. As I understand it, then, you are going to abandon one channel?

Mr. WEINKAUFF. Yes, sir.

Mr. ROGERS. You are going to put in another one. Will you still continue to use this South Channel?

Mr. WEINKAUFF. Yes, the South Channel is a natural channel.

Mr. ROGERS. That is not to be worked on at all?

Mr. WEINKAUFF. No, sir. It has a natural controlling depth of 21 feet. It is principally used by shallow draft vessels, including the scows carrying waste.

Mr. ROGERS. There is no proposal to deepen it to a depth of 35 or 45 feet? You do not think that will be necessary?

Mr. WEINKAUFF. No, sir; It will not be necessary. It will maintain itself for many years to come.

Mr. ROGERS. Are there any further questions of Mr. Weinkauff?

Mr. CRAMER. As I understand it, then, your real objective is to avoid the intersection of South Channel with Bayside-Gedney Channel?

Mr. WEINKAUFF. That is the primary objective. In addition to that, sir, there is congestion there which is caused by that intersection when vessels cannot enter Bayside-Gedney Channel they anchor out in this area [indicating]. The tows are, in some cases, nearly a half mile long. Tows consist of 1 to 4 scows, but because of the length of the line between them, they extend as much as half a mile.

Mr. CRAMER. How much traffic is there in that intersection there to justify this new channel?

Mr. WEINKAUFF. Well, there are some 1,600-vessel trips in through here [indicating] and there are over 4,000-vessel trips through here [indicating].

Mr. CRAMER. That is, per year?

Mr. WEINKAUFF. Yes, sir.

Mr. CRAMER. Well, 4,000 per year in 1 direction would be a little better than 10 a day on the South Channel, and how many are there a year on the Bayside Channel?

Mr. WEINKAUFF. On the Bayside Channel, there are 1,600-vessel trips.

Mr. CRAMER. 1,600?

Mr. WEINKAUFF. Yes.

Mr. CRAMER. That would be about 5 a day. So you have about 10 vessels a day using 1 channel and 5 a day in the other. Do you mean that causes congestion there, 15 ships per day?

Mr. WEINKAUFF. Yes, because these vessels do not enter Bayside-Gedney Channel until the tow is clear.

Mr. ROGERS. Why is that? Is that due to the narrowness of the channel?

Mr. WEINKAUFF. Certain conditions may arise which they cannot control so the vessel captain is not going to take a chance of going through this channel under congested conditions.

Mr. CRAMER. But they have some harbor-control facilities there; do they not? That determines who shall use the South Channel and who shall use the Bayside Channel and who shall have the right-of-way?

Mr. WEINKAUFF. Well, yes, there are navigation rules and in addition there is a harbor regulation providing that shallow draft towed vessels cannot use Ambrose Channel.

Mr. CRAMER. It is a little difficult for me to see how you can have a substantial traffic problem there when you only have about 15 vessels a day in both channels.

Mr. WEINKAUFF. Well, we figure that there are about 266 meetings of vessels per year where this situation exists in this area [indicating].

Mr. CRAMER. What actual damage or wreckage have you had from the crossing or intersection of those two channels?

Mr. WEINKAUFF. There have been some accidents and groundings.

Mr. CRAMER. There have been no accidents but groundings?

Mr. WEINKAUFF. There have been accidents also.

Mr. CRAMER. What has been the amount of damage or loss from this? What are the benefits going to be?

Mr. WEINKAUFF. We estimated about $50,000 a year in actual benefits from the elimination of accidents considering the past accidents which have occurred there.

Mr. ROGERS. When you speak of groundings, would they be caused by the fact that two ships were coming in and using the same channel and one would have to give way, and as a result, was grounded?

Mr. WEINKAUFF. Yes, sir, that is right. Since 1946, I think they have had six.

Mr. CRAMER. What do you estimate the reduction in travel time will be from the standpoint of not having to wait in the outer channel?

Mr. WEINKAUFF. About 30 minutes. In addition to that, these vessels which come up the coast do save a small amount of time by not having to go out through here [indicating], slightly less than a quarter of an hour.

Mr. ROGERS. Can you find those figures for Congressman Cramer?

Mr. CRAMER. I see they are here on page 29.

Mr. ROGERS. All right; if there are no further questions, thank you very much, Mr. Weinkauff.

We appreciate your testimony.

STATEMENT OF R. P. HOLUBOWICZ, MARINE PLANNING ANALYST OF THE PORT OF NEW YORK AUTHORITY

Mr. ROGERS. The next witness will be Mr. Holubowicz, marine planning analyst of the Port of New York Authority.

Will you state your full name and whom you represent, Mr. Holubowicz?

Mr. HOLUBOWICZ. My name is R. P. Holubowicz. I am the marine planning analyst on the port development department staff of the Port of New York Authority. The Port of New York Authority is an agency of the States of New Jersey and New York created by port treaty in 1921 for the development and operation of transportation and terminal facilities within the New Jersey and New York

port district and for the protection and promotion of commerce moving through the port of New York.

I do not want to repeat the arguments which have been made by the United States Army Corps of Engineers.

I should just like to point out that this improvement is one that is extremely important to the port of New York.

Since this is improving one of the entrance channels, and since the entire commerce of the port of New York is dependent in a large measure on the entrance channels, the Port of New York Authority feels that any improvement that is required for these entrance channels is one that we endorse and heartily support. The channel that is to be improved is the Gedney-Bayside Channel and the improvement is the elimination of the intersection of Bayside-Gedney Channel and Swash-South Channel.

This intersection is one that has cost, according to a survey which was made of the tanker operators and various shipping companies using these channels, has cost in the neighborhood of $200,000. The survey that was made was made in 1937, and the cost has probably gone up since that time.

The costs arose because of collision damage and this collision damage is principally due to a situation when a tanker gets into the Bayside-Gedney Channel, a situation which is extremely critical, where they have a crosstide. The flow and ebb of the tide in this area is almost at direct right angles to the direction of the channel. This being the case, if a tanker has to slow down or stop to allow a tow to go by or cross in the Swash-South Channel, it is almost impossible to hold the ship if there is any sort of tide running at that time.

This being the case, even in clear weather, if the tankers at the entrance of the channel judge their distance and wait in the Bayside Channel to see whether the Swash-South Channel is clear before entering the Bayside Channel, this in itself causes delays because of the length of time they are delayed in getting into the channel.

Once in the channel in hazy weather, there is nothing they can do but maneuver their boats as best as possible.

At the hearings it was brought out by the Army engineers that there were about four accidents a year which were caused by this situation, and it has become more critical because of the increased size of the modern tankers. This channel was made to accommodate the T–2 tanker which is now fast becoming a thing of the past.

Another feature of the improvement which the port of New York feels to be quite important is that the new South Channel will provide better access for the munitions ships that go into Leonardo, N. J., to load munitions for the Army and the Navy.

During peacetime the amount of traffic is not exceedingly great but in time of emergency, all of the munitions that will be loaded in the New York Harbor area will be loaded there at Leonardo, N. J., and, of course, the defense feature in itself of an improved entrance channel is an extremely important factor of national defense and security to the country.

Because of these reasons, I should like to say that the Port of New York Authority endorsed this at the time of the original hearings in 1949, and again wishes to go on record to this committee as being in favor of endorsing the improvement.

Thank you, gentlemen, for allowing the Port of New York Authority to make this presentation at this time.

Mr. ROGERS. Thank you, Mr. Holubowicz. If you would care to file your statement for the record, you may do so.

Mr. HOLUBOWICZ. Yes, sir; I would like to do so.

Mr. ROGERS. Without objection, it is so ordered.

(The statement submitted by Mr. Holubowicz is as follows:)

STATEMENT OF R. P. HOLUBOWICZ, MARINE PLANNING ANALYST, PORT DEVELOPMENT DEPARTMENT, PORT OF NEW YORK AUTHORITY

My name is R. P. Holubowicz. I am the marine planning analyst on the port development department staff of the Port of New York Authority, 111 Eighth Avenue, New York, N. Y. The Port of New York Authority is an agency of the States of New Jersey and New York created by port treaty in 1921 for the development and operation of transportation and terminal facilities within the New Jersey and New York Port District and for the protection and promotion of commerce moving through the port of New York. The port district comprises the portions of northern New Jersey and New York States within a radius of about 25 miles of the Statue of Liberty. One of the specific responsibilities assigned to the port authority by the two States is the presentation to Federal authorities of the need for improvement of channels within the port district.

The improvement proposed by the United States Army Corps of Engineers deals with the New York Harbor entrance channels and specifically with Bayside-Gedney Channels and South Channel (as shown on the attached map). The entrance to lower bay in New York Harbor from the Atlantic Ocean is through an opening 6 miles wide between Sandy Hook, N. J., and Rockaway Point, N. Y. In the opening there are 2 improved deep channels, viz; Ambrose Channel, the main entrance channel which has a present controlling depth of 45 feet and a width of 2,000 feet, and Bayside-Gedney Channel, with a present controlling depth of 35 feet and a width of 800 feet. In addition to these 2 improved deep channels there is a natural entrance channel, Swash-South Channel, with a controlling depth of 21 feet, located about 2 miles west and generally parallel to Ambrose Channel. Swash-South Channel serves as an entrance to New York Harbor principally for tows, which are not permitted to use Ambrose Channel. The Bayside-Gidney Channel is the entrance channel normally used by petroleum tankers going into Raritan Bay and the southern portion of Arthur Kill.

The modification recommended by the United States Army Corps of Engineers would provide a new 35-foot entrance channel generally 800 feet wide from the 35-foot contour in the Atlantic Ocean near Scotland Lightship and running in a northwesterly direction to a junction with Bayside-Gedney Channel and lying 1,900 feet west of the Swash-South Channel. As part of the improvement, the portion of the Bayside-Gedney Channel lying east of the new channel would be abandoned.

The new entrance would eliminate the hazardous intersection of Bayside-Gedney Channel wtih Swash-South Channel where traffic, consisting principally of dump scows under tow, crosses the route of deep-draft vessels.

According to data submitted to us, tankers using the Bayside-Gedney Channel have experienced considerable delay and numerous groundings because of this cross traffic. The delays and groundings result from the stopping of tankers in a crosstide in Bayside-Gedney Channel to wait for tows to cross at right angles in the Swash-South Channel. The situation is analagous to a grade crossing on a modern superhighway—a situation which would never be permitted. There is no other important harbor in the United States where such a condition exists.

The new channel will have the added benefit of acting to cut down congestion at the entrance of New York Harbor. The entrances to Ambrose and Gedney Channels are only a short distance apart. During periods of poor visibility and fog, vessels anchor off the entrance area to await favorable weather conditions, thereby creating congestion and consequent hazards. The new channel which would replace Gedney Channel would be about 3 miles southwest of the entrance to Ambrose Channel and ample anchorage area would be afforded nearby. The two deepwater entrances would thus be separated, each with its own anchorage area. The present congestion off Ambrose Channel, which has caused an average of four accidents annually would thus be relieved.

The elimination of cross traffic and congestion in the entrance channels through the provision of a new South Channel would save, according to a survey by navigation interests of tanker traffic using Bayside-Gedney Channel in 1947, over $200,000 per annum.

The New York Harbor entrance channels obviously constitute the most critical element in the whole network of channels in the port of New York. Almost all of New Jersey-New York Harbor's foreign and coastwise commerce is funneled through these channels. It is of utmost concern to the Port of New York Authority that these channels be made safe and adequate to serve the commerce of the New Jersey-New York port.

The following tables of comparative traffic and vessel trips indicate the present and growing importance of the entrance channels to the Nation as well as to New York Harbor.

TABLE I.—*Tonnage: Foreign and coastwise—Lower entrance channels (Ambrose, Main Ship, Bayside, and Gedney)*

Year	Foreign	Coastwise	Total	Year	Foreign	Coastwise	Total
1945	33,135,471	11,561,155	44,696,626	1950	33,093,883	50,140,095	83,233,978
1946	22,011,323	28,443,254	50,454,577	1951	36,165,482	46,104,937	82,270,419
1947	32,253,418	37,052,534	69,305,952	1952	36,682,980	40,534,678	77,217,658
1948	31,146,109	44,954,294	76,100,403	1953	35,509,974	42,577,147	78,087,121
1949	29,431,213	39,524,971	68,956,184	1954	36,403,440	43,088,469	79,491,909

Source: U. S. Army Corps of Engineers.

TABLE II.—*Number and draft of vessels, 1950, 1953, 1954—Lower entrance channels (Ambrose, Main Ship, Bayside, and Gedney)*

Draft	Inbound			Outbound			Total		
	1950	1953	1954	1950	1953	1954	1950	1953	1954
37 to 40	39	41	45	40	42	43	79	83	88
33 to 36	94	146	195	35	35	33	129	181	228
29 to 32	2,389	3,152	3,018	314	444	439	2,703	3,596	3,457
25 to 28	1,708	1,941	1,714	1,143	1,724	1,739	2,851	3,665	3,453
21 to 24	3,021	2,666	2,582	2,508	3,349	3,096	5,529	6,015	5,678
20 or less	11,713	11,819	11,583	14,245	14,180	13,821	25,958	25,999	25,404
Total	18,964	19,765	19,137	18,285	19,774	19,181	37,249	39,539	38,318

Source: U. S. Army Corp of Engineers.

Over and above the economic advantages of the new channel, the national defense value of this modification is also of considerable importance. The proposed channel would provide a safer access channel to the Army and Navy munitions pier at Leonardo, N. J. The constant danger of collision which exists under present conditions would be eliminated by the new South Channel. It is hardly necessary to point out, that an accident involving a munitions-laden vessel could easily have grave consequences. Further, the new channel is a better alternate harbor entrance than now exists, and in time of national emergency such an improvement would be of vital importance.

In summary, the Port of New York Authority believes that the proposed modification would be in the best interest of the New Jersey-New York port because:

(*a*) It would provide a bypass for the hazardous intersection of Bayside-Gedney Channel with Swash-South Channel where, under existing conditions, barge traffic from upper New York Bay through Swash-South Channel crosses the major route of deepwater traffic along Bayside-Gedney Channel destined for terminals in the southerly end of Arthur Kill,

(*b*) It would eliminate the grounding hazard to ships navigating through the cross currents of Bayside-Gedney Channel,

(c) It would provide relief from the congestion which develops in the anchorage area near the entrance to Ambrose and Gedney Channels during times of poor visibility; and

(*d*) The improved channel would provide a safer means of access to the munitions pier at Leonardo, N. J.

The Port of New York Authority respectfully urges this committee to recommend congressional authorization of this modification of the Federal project for New York Harbor entrance channels and anchorage areas.

Mr. ROGERS. Are there any questions?

Your proposed channel will be 35 feet deep, I believe?

Mr. HOLUBOWICZ. Yes, 35 feet deep and generally 800 feet wide, up to the bend, and at the bend it will be 2,000 feet wide, allowing entries into Gedney Channel.

Mr. ROGERS. Is it not true that the larger tankers now require a greater draft than 35 feet?

Do you plan to bring them into Ambrose Channel or what do you plan to do?

Mr. HOLUBOWICZ. There is pending before this committee a review study. The Congressmen from New York and New Jersey have approached the committee with a review study for the New York and New Jersey Channel to determine whether a greater depth of the channel is required. We are awaiting the results of that study. If the New Jersey Channel is ever authorized to a greater depth, it would become necessary and advisable to ask that this channel be deepened to more than a depth of 35 feet. It does not seem reasonable now to ask for that since the rest of the channel is 35 feet in depth.

Mr. ROGERS. What do you do with these larger channels?

Mr. HOLUBOWICZ. At the present time if a vessel comes in with more than 35 feet draft, it proceeds up Ambrose Channel, goes along a pier and pumps part of its oil into barges, and once it is lightened, it proceeds through Kill Van Kull to the terminals in Arthur Kill.

Mr. ROGERS. Then it is anticipated to ask for deepening of this channel that is now proposed, probably to 40 feet?

Mr. HOLUBOWICZ. Yes, sir.

Mr. ROGERS. Thank you very much.

Mr. HOLUBOWICZ. I would like to introduce Mr. Bruce McNamee of the American Merchant Marine Institute who will present a statement for the institute.

Mr. ROGERS. We are delighted to have you with us, Mr. McNamee.

STATEMENT OF BRUCE McNAMEE, REPRESENTING THE AMERICAN MERCHANT MARINE INSTITUTE

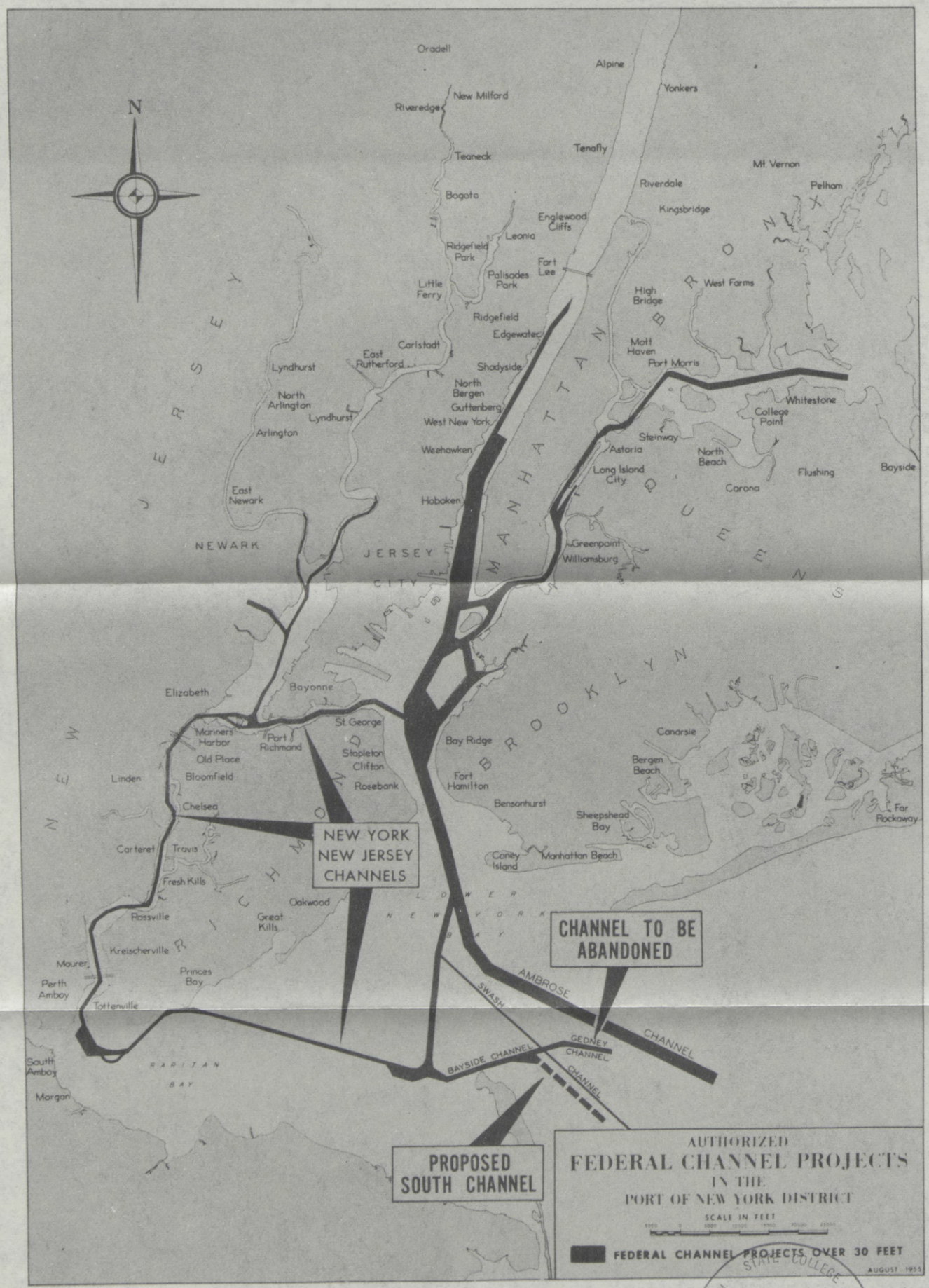
Mr. MCNAMEE. I would like to just insert this very brief statement very strongly supporting the New York Port Authority in its statement on this project.

My name is Bruce McNamee. I represent the American Merchant Marine Institute, which is a trade association composed of 54 United States steamship companies, operating over 6 million gross tons of American-flag passenger, tank, dry cargo, and collier vessels in the domestic and foreign trades of the United States.

May I present this statement for the record?

Mr. ROGERS. Yes, without objection it may be made a part of the record at this point.

(The matter referred to is as follows:)



AMERICAN MERCHANT MARINE INSTITUTE, INC.,
New York, N. Y., May 18, 1956.

Subject: River and harbor authorization bill, New York Harbor-South Channel.

Hon. JOHN A. BLATNIK,
Chairman, Subcommittee on Rivers and Harbors,
House Committee on Public Works,
House Office Building, Washington, D. C.

DEAR SIR: The American Merchant Marine Institute, Inc., is a trade association composed of 54 United States steamship companies operating approximately 6,500,000 gross tons of American-flag passenger, tank, dry cargo, and collier vessels in the domestic and foreign trades of the United States.

Since many of our member companies operate in this waterway, they are naturally very much interested in its improvement to insure efficient navigation of their vessels. We very much appreciate this opportunity to be heard by your Subcommittee on Rivers and Harbors as to the desirability of including the following proposed improvement in the 1957 omnibus river and harbor authorization bill.

A public hearing was held October 25, 1949, at which time the American Merchant Marine Institute presented a brief in support of a proposal to provide a new deepwater entrance channel parallel to and west of South Channel in the lower bay of New York Harbor to connect with the existing deepwater route around Sandy Hook to the southern end of Staten Island. The existing Gedney-Bayside Channel in lower New York Bay constitutes a serious hazard to deepwater traffic destined for terminals on Arthur Kill since it crosses the main path of barge tows in transit through the South-Swash Channels from New York Harbor to the Atlantic Ocean. Its alinement crosses the prevailing direction of tidal flows in the bay entrance which creates the further hazard of grounding from the action of crosscurrents which have maximum strengths of 2.3 knots. This hazard is particularly acute when ships must navigate at slow speeds during fog periods or while awaiting the crossing of South-Swash Channel traffic. The present entrance is dangerously close to the mouth of Ambrose Channel where congested conditions develop when ships anchor outside in times of poor visibility and fog.

In justification for this improvement, the AMMI stated that the trend in shipping in bulk commodities is to larger and deeper-draft vessels which are more economical to operate and that savings would be derived from the elimination of delays at the South-Swash traffic crossing, the elimination of groundings due to tidal cross currents and the reduction of sailing time along the shorter route for ship transits from the South.

The project as developed by the Corps of Engineers provides for a channel 35 feet deep at mean low water and 800 feet wide with widening to a maximum of 2,000 feet at the bend. The channel would extend from the 35-foot contour in the Atlantic Ocean to the intersection with the Bayside Channel. The centerline of the channel would be parallel to and 1,900 feet southwest of the Swash Channel range. The length of the channel would be 3.4 miles; however only a distance of 2.7 miles would need to be dredged since the northern portion of the channel at the intersection with the Bayside Channel has a natural depth of 35 feet or greater.

The district engineer's studies indicate that at the time of the report, February 1953, the estimated annual benefit expected to result from the proposed improvement exceeds its estimated annual cost on the ratio of 1.47 to 1.

The favorable report with respect to this project was sent by the Chief of Engineers, Department of the Army, to the chairman of the Senate Public Works Committee on May 5, 1955, and is contained in Senate Document 45 (84th Cong.).

The American Merchant Marine Institute, Inc., fully endorses the recommendations of the Chief of Engineers and urgently requests that the Congress take immediate steps to provide the proposed channel at the earliest practicable date so that the unreasonable hazards of the existing Gedney-Bayside Channel can be eliminated.

Very truly yours,

R. J. BAKER, *Secretary.*

Mr. ROGERS. Thank you very much, Mr. McNamee.

I believe that concludes the witnesses on the New York Harbor project. Are there any others?

If not, I believe Congressman Miller is here.

Mr. MILLER. Yes, sir.

HARBOR AT BETTERTON, MD.

Mr. ROGERS. That is fine, Congressman. We will take up your project next, the Betterton Harbor, Md., project.

STATEMENT OF HON. EDWARD T. MILLER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND; ACCOMPANIED BY WILLIAM H. FLECKENSCHILDT, REPRESENTING THE TOWN COMMISSION, BETTERTON, MD.; NELSON CREW, JACK LUIKE, JOHN LUIKE, AND RICHARD FELLOWS, REPRESENTING THE BETTERTON WATERMEN'S ASSOCIATION

Mr. MILLER. Gentlemen of the committee, I will be brief and I think all of our statements will be brief. I appreciate your hearing us right at this noon hour.

The project that we are placing before you is quite a big change from the last one which you considered. It is a far cry from the populated New York Harbor area to the location at Betterton. It is about there [indicating] on Chesapeake Bay, near Baltimore City, and Cape Charles on the north.

The Corps of Engineers made a pretty full report on this and I think that there is very little to be gained by just going over the details of it as that report is filed with you, but the point I would like to emphasize is the fact that for a distance of 42 miles on the eastern side of Chesapeake Bay, this being the district where I live and which I represent, while Chesapeake Bay is filled with an abundance of little harbors in most sections, here for a stretch of 42 miles, there is not a proper anchorage for small craft, despite the fact that this section has been a seafood producing area since colonial times, and it is also not only an important fishing area, because these are important fishing grounds up here [indicating on map] but during the summertime it is a great playground for many small craft, yachts and small boats. In these days particularly, when we are subject to hurricanes which were considered, until a few years back, absolutely unknown, the harbor situation in this area is rather critical.

This project, if constructed, would provide a harbor for small craft about midway between this blank stretch where, up until the present time, there is really no place for a relatively small boat to take shelter.

That, to me, is one of the most important features of this project and it does not bear on the local economy at all.

Now, getting down to that, for many years there has been a great need for a harbor where the fishing industry could unload in that area, which is near the market in all reasonable sorts of weather. For long periods of time they are unable to come through there and they have to travel a good many miles one way or the other and sometimes seafood is a very highly perishable product and there are frequently serious losses because of the inability to get fish or crabs or whatever it may be, ashore. In addition to the possibility of saving human life there is a very strong need for saving valuable products.

There is a high casualty rate among small boats because of the lack of harbor facilities there.

This little town has a population the year around of only a few hundred, but during the summer season it becomes a big booming summer resort, and there is a great deal of need for harbor facilities here to carry on that part of the town's industry which is one of the major economic sources of revenue, in addition to the fishing industry.

All of those things taken into consideration, the estimated return is better than 3 to 1.

The amount of money involved is relatively small, I think $78,000.

There is a pretty full report which I thoroughly concur in, that has been filed by the Corps of Army Engineers.

In support of the project there are with us today five representative citizens from the local community who asked to be here in order to answer any questions which the committee might have.

I have here with me in support of this project Mr. William Fleckenschildt, who represents the town council and I believe also the Chamber of Commerce of Betterton.

Also, Mr. Nelson Crew, Mr. Jack Luike, Mr. John Luike, and Mr. Richard Fellows, who are delegated here from the Watermen's Association.

Those gentlemen are present, and if any member of the committee wants any more detailed information about the local situation, they are here at your pleasure.

Thank you very much for hearing us at this time.

Mr. ROGERS. Thank you very much. We appreciate your being here and giving us this testimony. Are there any questions of the Congressman?

If not, we will let the engineers give us their testimony and then we will call on these gentlemen, if there are any additional questions.

We would be glad to have those five gentlemen stand up to be recognized by the committee, and to tell you that we appreciate your being here. The committee would like to hear from the engineers at this time if you do not mind.

All right, Mr. Weinkauff.

Mr. WEINKAUFF. Mr. Chairman and members of the committee, my remarks will be quite brief. This report was authorized by the Rivers and Harbors Act of July 24, 1946. Betterton is located about 35 miles northeast of Baltimore. There is no existing Federal project at Betterton at the present time, and as has been previously pointed out, the nearest federally improved harbors are Northeast Harbor, 17 miles north and Rock Hall Harbor, 25 miles south of Betterton. The activities at Betterton consist of commercial fishing, resort business and some farming in the surrounding area.

The population of the community of Betterton is 300 permanent population and approximately 3,000 in the summer months.

The facilities at Betterton at the present time consist of two piers. One pier is used for unloading fish, but is exposed to storm and winds and many times is not possible of use. At other times damages occur to vessels in trying to unload the fish catch there.

Local interests desire a protected harbor and the Corps of Engineers' plan provides for a channel 7 feet deep and 100 feet wide, pro-

tected by a single jetty, and an anchorage 7 feet by 200 feet by 500 feet.

The costs are estimated as $80,600 Federal, and $6,700 non-Federal. The latter consisting of a public landing, access road, lands, easements, and rights-of-way, giving a total cost of $87,300.

The annual benefits consist of $15,500, including $13,500 from commercial fishing and $2,000 from recreational boating.

The benefit-cost ratio is 3.14 to 1.

In addition, Betterton Harbor will serve as a harbor of refuge for the many pleasure and recreational craft which transit the Intracoastal Waterway which lies 1.5 miles off Betterton.

The Bureau of the Budget, the Federal and State agency comments are all favorable.

That concludes my presentation unless there are questions by the members of the committee.

Mr. BLATNIK. Thank you very much, Mr. Weinkauff. Are there any questions?

Mr. CRAMER. I was very much interested in your statement with regard to tourists benefits. That happens to be what I consider one of the justifying benefits in a few of the projects in which I am interested.

As I read your report, and it has been my opinion for some time that the benefit to the community resulting from increased tourist trade is a benefit which should be considered in determining the benefits to the area and the feasiilbity of the project. I notice here in the report, and I want to clarify it in my own mind, that apparently the only tourist benefits that you have included in this is that received from pleasure craft of a nonpermanent nature, is that right?

Mr. WEINKAUFF. Yes, recreational craft which are both transient and permanent.

Mr. CRAMER. From that standpoint, you are using the tourist part of it only as it relates to boat usage, not the benefit that tourist usage might be to the area and the overall benefit of it that better trade might give to that area?

Mr. WEINKAUFF. That is right.

Mr. CRAMER. Has the Corps of Engineers at any time given any consideration to using that?

Mr. WEINKAUFF. We consider that those benefits are indirect to navigation. They are real benefits, of course, to the particular locality; however, they are secondary to the benefits from the transient craft and also the permanent recreational craft.

Mr. CRAMER. But those secondary benefits are never considered as actual benefits in the submission of figures in your reports?

Mr. WEINKAUFF. We do not use them to justify a project.

Mr. CRAMER. That is what I meant.

Mr. WEINKAUFF. Yes, that is correct.

Mr. CRAMER. Has there been a study made of, or have recommendations been made, with regard to including those as benefits.

Mr. WEINKAUFF. No, we have not made any special study but the matter has been considered. However, in considering secondary benefits, we must also consider the alternative choice that may be possible with the same investment, what could be accomplished with this investment elsewhere, and the net benefits that accrue from the harbor

improvement after taking into account secondary costs. In most cases that rules out the secondary benefits.

Mr. CRAMER. The secondary expenditures do not help any when it comes to trying to get a project approved. Is there not some way in which the secondary benefits could be made known to Congress so that they can be taken into consideration first, as to whether a project should be authorized, and, secondly, whether any money should be voted for it.

General, I believe you are familiar with this situation that I have in mind.

General ITSCHNER. We feel that the secondary benefits are present, so that if there were any feasible method of evaluating them we would like to do so. We have not yet been able to find any proper or non-speculative method of evaluating them. While we realize they exist, we do not include them in the monetary valuation. We consider them to be a bonus or added benefit.

Mr. CRAMER. That is all.

Mr. MILLER. In line with what was said, I can assure you in this particular project the intangible values would run unusually high.

Mr. CRAMER. When something is called to our attention that is an indirect benefit, I intend to consider it, because I think in relation to the community it is tangible and it is a direct benefit and I do not think the members of the committee would be wrong in considering it in the exercise of their discretion.

Mr. GRAY. Mr. Weinkauff, how far in would that extend, a matter of a quarter mile?

Mr. WEINKAUFF. Just several hundred feet.

Mr. GRAY. We have a situation similar to this in my district. It is not an active project, but I was wondering whether the cost was for dredging the project or where your main cost came in?

Mr. WEINKAUFF. The jetty itself is 350 feet long and the channel would be 800 feet long.

Mr. GRAY. This is an $80,000-odd project?

Mr. WEINKAUFF. Yes, sir.

Mr. GRAY. What, offhand, would you say constitutes the largest cost? Would the dredging be the most expensive or what would you say would entail the largest cost?

Mr. WEINKAUFF. The largest cost, I believe, is the channel and anchorage.

Mr. GRAY. The channel outlet itself?

Mr. WEINKAUFF. Yes.

These are the breakdowns of the figures: $37,000 for dredging the channel and anchorage; $41,000 for construction of the jetty.

Mr. GRAY. About equal?

Mr. WEINKAUFF. About equal, yes. And aids to navigation, $26,000.

Mr. GRAY. The local interests are putting up what?

Mr. WEINKAUFF. A little over $6,000.

Mr. GRAY. What does this amount to, easements?

Mr. WEINKAUFF. There is a bulkhead, lands, easements, rights-of-way, and a small access road.

Mr. GRAY. The Federal portion does not entail any dock facilities at all?

Mr. WEINKAUFF. No, sir.

Mr. GRAY. That is all local?

Mr. WEINKAUFF. That is correct.

Mr. GRAY. They have to build their own docks?

Mr. WEINKAUFF. Yes. We usually require that they provide public facilities.

Mr. GRAY. Before this project would be approved you would have the assurances of the local people that they would put up that much money?

Mr. WEINKAUFF. Yes. We would get their assurances in writing.

Mr. GRAY. Thank you.

Mr. BLATNIK. Any further questions?

Any further witnesses?

Mr. MILLER. The gentlemen who are here are ready to answer any questions, but I think it has been pretty well covered.

Mr. BLATNIK. Let the record show the names and titles of those who are here.

Mr. MILLER. I have given them to the clerk. There are 2 other gentlemen here, but I think they are along to back up the other 3. The clerk says he has them.

Mr. Leuike would like to say a few words.

Mr. BLATNIK. Will you give your name for the record.

Mr. LEUIKE. My name is Jack Leuike.

Mr. BLATNIK. Whom do you represent?

Mr. LEUIKE. The boatowners of the town.

Congressman Miller covered practically everything that I had to add except the fact that we have three boats that transport men back and forth from Aberdeen Proving Ground. That is a Government installation across the bay. We have to get these men back and forth to work. There are times in storms when we have to go way down the bay or up in the river to unload these men, which sometimes total as many as 70. So you can see we have quite a job on our hands to get the workers to and from Aberdeen every day.

Mr. BLATNIK. Do these men live in the area of Aberdeen?

Mr. LEUIKE. They live in two counties, Kent and Queen Annes.

Mr. BLATNIK. They work at the Aberdeen Proving Ground; is that right?

Mr. LEUIKE. Yes, sir.

Mr. BLATNIK. Thank you very much.

BOSTON HARBOR, MASS.

Mr. BLATNIK. The next project is Boston Harbor. Colonel Allen will make the presentation on behalf of the Corps of Engineers.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. The report on Reserved Channel, Boston, Mass., is submitted in accordance with a resolution of the House Committee on Public Works of April 21, 1953.

The existing project in Boston is a 40-foot main channel with 30-foot side channels, Reserved Channel, one in Mystic and another in Chelsea.

The present channel is 30 feet deep and 300 feet wide. Prior to the

authorization of the Reserved Channel, the local interests provided the major portion of the channel, which was subsequently incorporated in the main project.

In 1954 the port of Boston handled 18 million tons. About 15 percent was handled on the Reserved Channel. The commodities which made up the bulk of the tonnage were: 2.4 million tons of petroleum; 600,000 tons of coal; and 400,000 tons of general cargo.

In the over 3,500 vessel trips, 230 of them were vessels with drafts of over 27 feet.

The difficulties that face navigation on the present channel are associated with the navigation of heavily loaded vessels. T–2 tankers have a draft of 30 feet at rest in salt water; colliers have a draft of 29 feet at rest in salt water. So in order that these vessels can negotiate safely the present channel, they are of necessity forced to wait in the anchorage area until the tide conditions permit them to come into the channel and unload.

The Chief of Engineers recommends that this project be modified to provide for a 35-foot draft with a 430-foot width in the channel. The cost of that modification is $720,000, with annual charges of $28,800, and annual benefits of $84,700, producing a benefit-cost ratio of 2.9.

The project was referred to the State of Massachusetts. The Governor of Massachusetts concurs with the report and the Bureau of the Budget has no objection to the submission of the report to Congress.

Mr. BLATNIK. Any questions to my right?

Any question to my left?

Mr. CRAMER. How are they going to take care of the deeper draft tankers in the future with these channels being approved at 35 feet?

Colonel ALLEN. As you heard explained in the case of the New York-New Jersey channels, very often before one channel gets authorized and constructed the need arises for deeper drafts. Mystic has already been authorized for a 35-foot depth, and with funds appropriated in 1956 and 1957, that 35-foot depth will be provided. Chelsea is now 30 feet, and a study is being made as to whether it should be modified to 35 feet. The supertankers which carry a large percentage of our petroleum have loaded drafts in excess of 33 feet. They have a heavy investment, and waiting for tides puts them to considerable expense for lay time, and we probably will be asked to study whether it should be deepened.

Mr. CRAMER. The maximum depth is 35 feet?

Colonel ALLEN. Some of the other carriers coming off the ways now which will be used in Mobile, for example, have loaded drafts of close to 40 feet.

Mr. CRAMER. When you put in a request for a 35-foot depth, would there be any way you could submit a request for 36 feet on some of these projects instead of coming back the next year for an additional foot?

Colonel ALLEN. We very seldom come in with the recommendation it be improved 1 foot. We try to go in 2- to 5-foot increments. It may be all the project could stand at the time from the standpoint of ecoonmics, is a 2-foot increase. Perhaps in future years a deeper project would be justified, but the trend in vessels has to be considered as well as the commodities carried.

Mr. CRAMER. It just seemed to me there are some areas where you know you will need to go to 36 feet shortly, and if you could put in your request for 36 feet instead of coming in for 35 feet and then having to come in later to have it deepened.

Colonel ALLEN. We usually go to 36 or 37 feet at the initial dredging in order to maintain the 35-foot depth.

Mr. CRAMER. Thank you.

Mr. BLATNIK. Following the statement of Colonel Allen there will be included in the record a short statement by Congressman McCormack of Massachusetts.

(The following statement was submitted by Hon. John W. McCormack, a Representative in Congress from the State of Massachusetts:)

LETTER FROM CONGRESSMAN MCCORMACK TO HOUSE COMMITTEE ON PUBLIC WORKS TO SUPPORT THE PROJECT FOR DEEPENING RESERVE CHANNEL IN BOSTON HARBOR

HOUSE COMMITTEE ON PUBLIC WORKS.

GENTLEMAN: I wish to strongly support the proposal of the United States Engineers to deepen the reserve channel in Boston Harbor from its present approved depth of 30 feet and 300 feet wide to 40 feet.

This reserve channel project proposes to deepen this very important channel from the present main ship channel up to the proximity of the L Street Bridge at a cost of approximately $720,000. I am informed that it has a 2.9 benefit-cost ratio, and will make the channel the same depth as the main ship channel. I am also informed that the State government and the Bureau of the Budget have approved this project.

May I point out that this reserve channel is one of the most important minor navigable waterways on the east coast, because it provides the approach to the Army base on the north, the Castle Island terminal and important commercial docks on the south.

It is most important that this channel be deepened to 40 feet, in order that ships in full draft may come in and leave without waiting for the tide, and that the Army base and the Castle Island terminal important docks and warehouses, which make up the Boston Port of Embarkation in the event of emergency, may be fully utilized. The Army base is the largest dock and storage facility in Boston Harbor, therefore, it needs not alone involve greater commercial use but is a vital military facility in the event of national need.

I hope that the committee will act favorably on this most important deepening project.

Yours very truly,

JOHN W. MCCORMACK, *Congressman.*

Mr. BLATNIK. Is there someone here from Massachusetts?

Mr. HICKEY. I am only here as an observer.

Mr. BLATNIK. State your name and title for the record.

Mr. HICKEY. Frank E. Hickey, Washington representative of the Port of Boston Commission.

ST. JOSEPH HARBOR, MICH.

Mr. BLATNIK. We will now take up the St. Joseph Harbor, Mich. Colonel Allen will make the presentation for the Corps of Engineers.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. The report on the St. Joseph Harbor was submitted in accordance with the resolution of the Senate Public Works Committee of January 22, 1954.

St. Joseph Harbor is located on the east shore of Lake Michigan at the mouth of the St. Joseph River, about 60 miles easterly of Chicago, Ill., at the southern end of the Lower Peninsula of Michigan. It serves St. Joseph and Benton, which have a combined population of 35,000 people.

The present project consists of a jettied entrance channel 21 feet deep and an 18-foot channel known as the Benton Harbor Canal. The principal commodities using this channel are petroleum, sand and gravel, and limestone.

When this area in pink [indicating on map] was authorized in 1945, it was recommended that a former turning basin, shown in green, be deauthorized. It was thought this would no longer be necessary. It has now been found that with the continued growth in the length of these lake vessels it is desirable to reauthorize this former turning basin.

The recommendation is that the former turning basin be included in the project with an estimated cost for maintenance of $300 annually.

The Bureau of the Budget has no objection to the submission of this report.

Mr. BLATNIK. We have a letter from the Honorable Clare E. Hoffman of Michigan endorsing the recommendation of the Corps of Engineers to authorize the annual maintenance at a depth of 18 feet of the old turning basin at St. Joseph, Mich. That letter will be placed in the record at this point.

(The letter referred to is as follows:)

HOUSE OF REPRESENTATIVES,
Washington, D. C., May 21, 1956.

Hon. JOHN A. BLATNIK,
Chairman, and Members of the Subcommittee on Rivers and Harbors of the House Committee on Public Works.

GENTLEMEN: This statement is to most heartily endorse the recommendation made by the Chief of the Corps of Engineers as embodied in Senate Document 95, 84th Congress, 2d session, to authorize the annual maintenance at a depth of 18 feet of the old turning basin at St. Joseph, Mich.

The so-called old turning basin is the river area necessarily used by ships transporting the largest part of incoming water cargo for the cities of Benton Harbor and St. Joseph and the surrounding territory, which is a vastly expanding industrial area.

Your favorable consideration of the recommended item is most respectfully requested.

Sincerely yours,

CLARE E. HOFFMAN.

Mr. BLATNIK. The meeting is adjourned until 10 o'clock Thursday morning.

(Thereupon, at 12:50 p. m. on Monday, May 21, 1956, the hearing was adjourned until Thursday, May 24, 1956, at 10 a.m.)

RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

THURSDAY, MAY 24, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RIVERS AND HARBORS,
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met, pursuant to call at 10: 15 a. m., in room 1302, New House Office Building, Hon. John A. Blatnik (chairman of the subcommittee), presiding.

Mr. BLATNIK. The Rivers and Harbors Subcommittee will please come to order. We will continue with further consideration of projects to be presented by the Corps of Engineers.

MISSISSIPPI RIVER, BEAVER SLOUGH, CLINTON, IOWA

The first project is the Mississippi River, Beaver Slough, Clinton, Iowa, House Document 345, 84th Congress, sponsored by Congressman Henry O. Talle of Iowa.

Congressman, we will have the Corps of Engineers make a presentation first to give the physical, engineering, and fiscal data, and then we usually follow up with the Congressman and any witnesses he may wish to present. That is the usual procedure we follow.

Mr. TALLE. That will be fine.

Mr. BLATNIK. Col. John U. Allen of the Corps of Engineers.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. Mr. Chairman, the report on Beaver Slough at Clinton, Iowa, is submitted in response to an authorization from the House Committee on Public Works dated April 22, 1947.

Beaver Slough is located along the right bank of the Mississippi River at Pool No. 14 of the canalized improvement on the Mississippi River. It is adjacent to the town of Clinton, Iowa. Clinton is a town of approximately 30,000 population with predominantly an agricultural economy. There is no existing project in Beaver Slough at the present time. We have, of course, the canalized 9-foot project for the Mississippi River which passes by the town of Clinton and proceeds down to the mouth.

Local interests have for some time desired a dependable channel in Beaver Slough so that they can better handle the cargoes which are moved in and out of the existing facilities there, and they also desire the canalization in order to provide a dependable channel so as to attract further industry along Beaver Slough.

The district engineer made a recommendation and the Chief of Engineers recommended to this committee that Beaver Slough be canalized to a depth of 9 feet to correspond to the existing canalization on the Mississippi River.

Local interests in the past have constructed a municipal terminal and have operated to that on the existing depths. Some emergency dredging has been done in the past, when we have a 6-foot project on the Mississippi River, but there has been no authorization to improve Beaver Slough since the 9-foot channel on the Mississippi River was authorized.

The commodities which would move and are moving on Beaver Slough from the facilities existing there are coal, sulfur, ammonium sulphate, and it is anticipated that if this is improved, these will be moved at savings and improvement will induce the movement of additional commodities, primarily steel and steel products.

The Chief of Engineers recommends that the 9-foot project be provided in Beaver Slough, at an estimated cost of $241,000.

The annual charges on this project would be $9,758. The benefits are estimated to be in the order of $43,000. The project has a current benefit-cost ratio of 4.43. The report has been submitted to the Bureau of the Budget and they have no adverse comment. The State of Iowa concurs in the recommendation of the Chief of Engineers.

Mr. BLATNIK. Colonel, I am not clear on the benefit-cost ratio. The benefits total $43,215, and the project cost is $241,000.

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. From where would come your prime benefits?

Colonel ALLEN. The annual charges first of all on the $241,000 are $9,758. It is that annual charge which is offset against the annual benefits, which produces the benefit-cost ratio of 4.43. In that annual charge we consider the amortization of the investment over 50 years as well as the annual charge for maintenance of the project.

Mr. BLATNIK. Are there any further questions?

(No response.)

Mr. BLATNIK. Thank you, Colonel Allen.

Congressman Talle.

STATEMENT OF HON. HENRY O. TALLE, A MEMBER OF CONGRESS FROM THE STATE OF IOWA

Mr. TALLE. Thank you, Mr. Chairman.

At the outset I want to express my appreciation to the chairman and the committee for giving me this opportunity to testify. If I may review some history very briefly, I desire to point out that there is a municipal terminal facility on the river. That was built in 1939 and it was built by the local people of Clinton at a cost of $81,000. I may point out also that they have 420 feet of berthing, warehouse and transfer facilities. In the 1920's there was some dredging done from time to time, but that dredging stopped with the construction of the 9-foot channel which was completed approximately in 1937. The channel of the slough remained at 6 feet. Therefore, there is a tendency for it to fill up year after year. You will notice up here on the map that part of the proposed correction is expressed by this V, which looks like the prow of a ship. This device would tend to direct more

water from the river into this channel, so that this added water would serve to reduce the siltation which occurs now. The increased flow would tend to keep the slough channel free from silt deposits.

The problem of the north end is to gain access to the channel. That was corrected in the 1920's by occasional dredging, and even during World War II there was some emergency dredging.

As Colonel Allen has stated, the initial step to get 9-foot channel construction was taken on April 22, 1947, when the customary resolution of the House Public Works Committee was authorized in response to my request. Then on December 18, 1953, at my request the then district engineer at Rock Island, Ill., Col. Nelson LeClaire, had a meeting with citizens of Clinton in the city of Clinton, which some other interested people attended as well. They proceeded to gather data and to supply all of the information which they believed to be pertinent.

On November 29, 1954, there was a conference of the Board of Engineers for Rivers and Harbors here in Washington, and I appeared to testify before the Board at that time. The Board agreed to recommend that this work should be done.

Then in February of this year the Secretary of the Army transmitted to the Speaker of the House the engineers' interim report on Beaver Slough, and that report, as the colonel stated, was dated May 20, 1955.

Now, Mr. Chairman, I will say little more because I realize your time is very short for the many things you must do, except that I must emphasize that this is a very necessary project, for several reasons. It is needed by industry in Clinton and Camanche. For instance, Clinton Industries, Inc., grinds approximately 65,000 bushels of corn every day. Water transportation would mean much to that industry. They do not have it now because the channel is silted up and is not navigable.

Down here on the map is the Interstate Power Co. It uses a lot of coal. They would like to bring it in on barges from Kentucky and Ohio.

Then there are other industries and potential industries that would like to locate in this area, once this slough is dredged and made navigable. There will be something like a 4-mile stretch in here on the map which will be available for good industrial sites.

The Clinton Development Co., which is a nonprofit organization of local citizens operating with their own money altogether, have bought some land farther inland which they can show interested people who would like to bring industries to this area. They look at the river and say they would like to be near the water. Therefore it would be a great advantage to the city of Clinton and the city of Camanche, 2 miles below, to have this channel opened for use. The adjacent land will be remarkably well suited to industrial purposes.

Mr. Chairman, the number of people engaged in agriculture in the United States has been declining for 150 years. Because of the rapid rate of mechanization which occurred during our two recent wars, farms have grown larger. More machines are used on them, and fewer people are needed on the farms. Where shall those people go? In Iowa we seek to industrialize, to find new jobs for people not needed in farming. We are doing it with our own money.

The Iowa Development Commission is very active. The Clinton Development Co. is very active. But this project is a matter which they can do nothing about, because this is a Government matter. It involves navigation.

Mr. Chairman, I would like to have permission to revise and extend my remarks and to include therein a letter which I received this morning from Mr. H. J. Wildman, secretary of the industrial development committee, Camanche Civic Club, Camanche, Iowa.

Mr. BLATNIK. Without objection, it is so ordered.

(The document referred to is as follows:)

CIVIC CLUB, INDUSTRIAL DEVELOPMENT COMMITTEE,
Camanche, Iowa, May 22, 1956.

Hon. HENRY O. TALLE,
Member of Congress,
House Office Building, Washington, D. C.

DEAR MR. TALLE: It is our understanding that you are to appear before the Public Works Committee in regard to authorization of a bill to be submitted to Congress relating to dredging the Beaver Channel, of the Mississippi River. We urgently request you to lend your unqualified support to this bill as we feel sure the benefits to be derived by the city of Camanche, the city of Clinton, and all of this part of Iowa would greatly outweigh the immediate expense involved in such a procedure.

Our committee as well as the Clinton Development Co. has been approached several times by industry looking for locations such as we have to offer if the Beaver Channel were navigable. We feel this has been the deciding factor in such industry locating in some other area rather than Clinton County, Iowa.

As you are undoubtedly aware, Beaver Channel in the past has always been maintained and it is only in the past few years that it has fallen into the state of needed repair. It is for these reasons that we feel it is just as important to maintain this stretch of river as it is to maintain anay part of the Mississippi River and we are sure that the Mississippi plays a tremendously vital part in our national as well as the whole State of Iowa's economic health.

We want to thank you in advance for your able support in this matter, Mr. Talle, and we will be waiting to hear the favorable news which we feel sure you will be able to secure.

Sincerely yours,

H. J. WILDMAN, *Secretary.*

Mr. TALLE. I thank you, Mr. Chairman and gentlemen of the committee, for this opportunity to testify, and I hope for a favorable decision.

Mr. BLATNIK. Thank you, Congressman.

Are there any questions?

(No response.)

Mr. BLATNIK. If not, the testimony on that project is completed.

TWO RIVERS HARBOR, WIS.

(H. Doc. 362, 84th Cong.)

Mr. BLATNIK. The next project will be Two Rivers Harbor in Wisconsin, House Document 362 of the 84th Congress, in Congressman John W. Byrnes' district.

Colonel Allen, will you make the presentation?

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. Mr. Chairman, the report on Two Rivers Harbor, Wis., is submitted in accordance with a resolution of this committee

on August 16, 1950. The Two Rivers Harbor is located on the western shore of Lake Michigan at this point. The existing project for Two Rivers consists of an entrance channel 18 feet deep and a basin at the confluence of the East Twin River and the West Twin River also 18 feet deep, and the channel which is protected by twin jetties. That project has been completed. The commerce moving in and out of Two Rivers Harbor in 1953 was 79,000 tons. It increased in 1954 to 120,928 tons.

The improvement desired by local interests is the improvement of the entrance condition to extend the jetties and provide 21-foot depths at this point and extending this basin on the West Twin River to permit vessels adequately to turn and moor at the docks at this point; to improve the East Twin River to a depth of 10 feet to accommodate the fishermen who are based in the East Twin River.

The difficulties which are experienced by navigation at the present time are the inability of the petroleum vessels adequate to load to full depths in order to get to the dock at which they unload and move their product by pump up to this point; there are also difficulties experienced by the large number of fishermen based here in navigating in the East Twin River.

The Chief of Engineers made a recommendation to the Congress that the channel in West Twin River be extended as shown in green to a depth of 18 feet, and also that the channel used by the fishermen be dredged to a depth of 10 feet. He could not find economic justification for extension of the breakwaters and improvement of the depth at the entrance channel. So his recommendation is limited to the part shown on this map as part A, an improvement of the channel in the West and East Twin Rivers.

The estimated cost of this project for part A is $14,900. The estimated cost of the East Twin River is $68,500, for a total cost of $83,400.

The benefit-cost ratio for part A is 4.6; the benefit-cost ratio for part B is 1.3.

This report has been sent to the committee through the Bureau of the Budget, which offers no objection to its submission.

The State of Wisconsin concurs in the Chief of Engineers report.

Mr. BECKER. Mr. Chairman, may I ask Colonel Allen a question?

Mr. BLATNIK. Mr. Becker.

Mr. BECKER. Part A is this side here?

Colonel ALLEN. Yes.

Mr. BECKER. And that has a benefit-cost ratio of 4.6?

Colonel ALLEN. Yes, sir.

Mr. BECKER. Part B is on the right-hand side?

Colonel ALLEN. That is this one, with a ratio of 1.3.

Mr. BECKER. What is this extra dredging here?

Colonel ALLEN. This is not recommended. The benefit-cost ratio shows that it was extremely costly, with an expenditure of nearly $3 million, and the benefits would not justify that.

Mr. BLATNIK. Is project B primarily for the facilities of mooring boats of fishermen?

Colonel ALLEN. Yes, sir; primarily for the prevention of damages to the existing fishing fleet, and is entirely for the fishing fleet which is based there. It is only a 10-foot recommendation.

Mr. NICHOLSON. What kind of fishing is done there?

Colonel ALLEN. They fish in Lake Michigan. The type of fish I think are whitefish and trout.

Mr. NICHOLSON. Do they make a commercial business of it?

Colonel ALLEN. Yes, sir. There were on the order of five or six hundred tons of fish annually in the last 4 or 5 years which were processed through the Two Rivers.

Mr. DAVIS. That project will only cost $83,400, with a good benefit ratio.

Mr. ROGERS. Colonel, on project A, what is the depth now?

Colonel ALLEN. The controlling depth here is on the order of 12 to 14 feet, and the authority for the improvement stops at this point, which is a project depth of 18 feet, so this would merely extend the usable capacity of the channel an additional distance in this direction of the river.

Mr. ROGERS. It would not be feasible to extend the pipeline rather than go through this project?

Colonel ALLEN. That has been contemplated, sir, and I think there is some question in here about the ownership of the dock, or something of that sort, which makes it imperative that they move it to this point. This is not a one-user proposition, as a matter of fact. It is controlled by 3 or 4 oil companies who maintain their own tanks, so it is not primarily for the benefit of one distributor.

Mr. ROGERS. Would you have any non-Federal contribution?

Colonel ALLEN. The only non-Federal costs are in part B and they are involved in connection with the lowering of the pipeline. There is no cash contribution in either portion.

Mr. BLATNIK. Thank you, Colonel.

Congressman Byrnes.

STATEMENT OF HON. JOHN W. BYRNES, A MEMBER OF CONGRESS FROM THE STATE OF WISCONSIN

Mr. BYRNES. Mr. Chairman and gentlemen of the committee, I appreciate this opportunity to appear here on behalf of the project which, as you can see, is a relatively small project as compared to most of the items which come before the committee. In spite of its smallness, however, it is a matter of extreme importance to the citizens of Two Rivers and the city manager and a number of other people in the community were anxious to come out here and testify. However, I suggested to them that the time of the committee was rather limited and I thought through the Corps of Engineers and possibly myself working together with submitting some statements of theirs for the record, we could sufficiently acquaint the committee with the project.

At this time I would like to ask permission, Mr. Chairman, to include in the record an affidavit from the city manager, as well as affidavits and letters from other local interests.

Mr. BLATNIK. Without objection, it is so ordered.

(The documents referred to are as follows:)

MIDLAND COOPERATIVES, INC.,
May 23, 1956.

HOUSE COMITTEE ON PUBLIC WORKS,
House of Representatives, Washington, D. C.

GENTLEMEN: We are part owners of a petroleum terminal at Two Rivers, Wis. All of the product for this terminal is shipped in by tanker, and we have been

hampered in our operations at Two Rivers because of the shallow draft which has made it very difficult to maintain inventory. The reason for this difficulty is that there are very few tankers operating on Lake Michigan which can enter this harbor.

The Two Rivers port is particularly important to us because of its being an open harbor during the winter months.

We hope that your committee will act favorably and grant the funds necessary to improve this harbor.

Very truly yours,

ARNOLD WALLER,
Manager, Petroleum Department.

TWO RIVERS TERMINAL CORP.,
Detroit, Mich., May 16, 1956.

HOUSE COMMITTEE OF PUBLIC WORKS,
House of Representatives, Washington, D. C.

GENTLEMEN: We are a corporation whose main plant is located at Two Rivers, Wis. We have 211,000 barrels storage for petroleum products, which is served by Great Lakes tankers from refineries located at Muskegon, Mich., and East Chicago, Ind. It is our understanding that you will shortly be considering the deepening and enlarging of West Twin River Channel at Two Rivers.

We have been severly handicapped by the limited number of tankers than can be accommodated at this port due to draft and turning basin restrictions.

We strongly urge that your committee recommend the proposed improvements for extension of this harbor to facilitate the use of other tankers other than the 1 or 2 that are now suitable for trade into this port.

The Two Rivers port, being an open harbor throughout the year, is a necessary adjunct to the petroleum distribution system of the entire area. Other ports such as Green Bay and Escanaba are shut out for 4 months during the winter by ice. Therefore, it falls on Two Rivers to supply a great share of the petroleum needed in this area.

We thank you in advance for the favorable action that your committee will undoubtedly perform.

Very truly yours,

H. W. COLLINS, *Marine Manager.*

SENECA PETROLEUM CO., INC.,
Chicago, May 7, 1956.

HOUSE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

GENTLEMEN: Being an industry (processing of asphaltic products) on the West Twin River at Two Rivers, Wis., we are vitally interested in Two Rivers Harbor improvements, especially those improvements that will ultimately enable us to use water transportation at our water site location.

Approximately 3 years ago we purchased this property in anticipation of using water transportation, and because the facilities have not been there to make this possible, we have, for competitive reasons, only been operating on a limited basis.

As soon as habor and river facilities are available, it is our intention to enlarge our facilities, as originally intended, in order to realize the return on our real estate investment that we would normally be entitled to.

Very truly yours,

O. E. HULSE, *President.*

KAHLENBERG BROS., CO.,
Two Rivers, Wis., May 9, 1956.

HOUSE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

HONORABLE SIRS: This corporation has been in the marine engine field since before the turn of the century and has always utilized the Two Rivers Harbor facilities in conjunction with the installation and repair of its marine internal combustion engines.

We visualize in the future that this use will increase through our own expansion and through the added traffic of motorships than can be expected on

Lake Michigan with the opening of the St. Lawrence seaway. As a result thereof, we anticipate that the port of Two Rivers will become a port of call for many motorships for engineroom repairs, accessories and equipment. We anticipate too that motorships will utilize the port of Two Rivers in increasing numbers in the future because this port has many interesting possibilities for future industrial expansion, particularly along its West River. In order to attract this industry, it is, of course, necessary that we have not only potential harbor development facilities but an actual program in operation.

We, therefore, want to emphasize not only our interest but our strong support of the proposed development program for Two Rivers Harbor, and hope that you will give the matter your most favorable consideration.

Thank you very much.

Yours very truly,

WM. J. KAHLENBERG,
Vice President.

CITY OF TWO RIVERS, MANITOWOC, WIS.

To the Honorable COMMITTEE ON PUBLIC WORKS,
House of Representatives, Washington, D. C.

The petition of John E. Dever of the city of Two Rivers, Wis., respectfully represents:

That your petitioner is city manager of the city of Two Rivers, Wis., a municipal corporation.

That pursuant to unanimous action of the city council of said city on April 16, 1956, your petitioner has been directed to file this petition and on behalf of said legislative agency and of all persons using the Two Rivers Harbor, prays that your body will favorably consider pending legislation which would authorize the enlarging and extension of the present Federal project area and navigation channels up the East Twin River and West Twin River within the city of Two Rivers, Wis.

That the city of Two Rivers has expended in excess of $150,000 in municipal funds for harbor improvements in the last 4 years and is now financially participating in the construction of a $750,000 bascule span bridge to further navigation safety and improvement in the Two Rivers Harbor. And, in addition, said city has completed a harbor improvement study and survey and has scheduled other extensive improvements over the next 3 years—all consistent with its long-standing requests for harbor improvements to the Congress.

That the city of Two Rivers has indicated its willingness to acquire and perform necessary lands and work as well as otherwise comply with the usual conditions necessary to gain approval of such projects now being considered.

That the city of Two Rivers subscribes to the report of the Corps of Engineers, United States Army, on the need for and facts supporting the necessity of immediate completion of the subject improvements and, again, solicits the committee's early favorable consideration.

JOHN E. DEVER, *City Manager.*

STATE OF WISCONSIN,
Manitowoc County, ss:

John E. Dever, being duly sworn states that he is the petitioner above-named and that he is city manager of the city of Two Rivers, that he has filed the foregoing petition on behalf of said city of Two Rivers, by and with the authority and direction of the city council, city of Two Rivers. That he has read the foregoing petition and knows the contents thereof and that the same is true of his own knowledge.

JOHN E. DEVER.

Subscribed and sworn to before me this 15th day of May A. D., 1956.

[SEAL]

H. J. RATH,
City Clerk, City of Two Rivers, Wis.

CITY OF TWO RIVERS, MANITOWOC COUNTY, STATE OF WISCONSIN

TO THE HONORABLE COMMITTEE ON PUBLIC WORKS,
House of Representatives, Washington, D. C.

The petition of Raymond Taddy of the city of Two Rivers, Manitowoc County, Wis., respectfully represents:

Tha your petitioner is the secretary of the Two Rivers Fishermen's Association, an unincorporated association whose membership is comopsed of all of the masters and owners of all of the fishing vessels and rigs operating out of the port of Two Rivers, Wis. and engaged in the fishing trade in the adjacent waters of Lake Michigan. That members of said association are as follows:

Frank LeClair & Sons, a copartnership composed of Frank LeClair, Charles LeClair, and Thomas LeClair
Ole Kvithyll, sole proprietor
Le Clair Bros. Fishery, a copartnership composed of Hilary LeClair, Reuben LeClair, and Gerald LeClair
Knutson Bros., a copartnership composed of Lexie Knutson and Herbert Knutson
John LeClair, sole proprietor
Manville Fish Co., a copartnership composed of Hugo La Fond, Guy La Fond, Raymond LaFond, and Julian LaFond
Everett LaFond, sole proprietor
Harry H. Fish Co., sole proprietor, Raymond Toddy
Nial Gates, sole proprietor
Taddy Bros., a copartnership composed of Hubert Tady and Nial Taddy
Peter LeClair, sole proprietor
Frasch & Kulpa, a copartnership composed of Norbert Frasch and Frank Kulpa
Alois Biel, sole proprietor
Smogoleski Bros., a copartnership composed of Stanley Smogoleski and Frank Smogoleski
Grenier & Stanul, a copartnership composed of Joseph Grenier and John Stanul

That the total investment of the members of the said association in their various boats, rigs, netting and docking facilities is in excess of $1 million and that the fishing trade in Two Rivers is directly responsible for the livelihood of over 200 people in Two Rivers, as well as providing an important source of food supply in the major cities throughout the Midwest.

That all of the fishing docks and land installations appurtenant thereto employed in said fishing trade, are situated on the East Twin River and the West Twin River within the city of Two Rivers, which rivers join in the harbor mouth of Two Rivers and lead to Lake Michigan and that all of said fishing boats use the water of said East Twin River or West Twin River as necessary channels to reach the fishing waters of Lake Michigan and return therefrom in their daily operations.

That by virtue of an accumulation of silt and sand the channels of said rivers and their area adjoining the fishing docks have become too shallow to accommodate the free passage of fishing vessels and have created a daily hazard to navigation and have caused the members of the association great damage to their equipment and personal hazard to the persons of themselves and their employees. That such shallow channels have made the conduct of the fishing trade in Two Rivers burdensome, difficult, and have unduly increased the expense thereof, and daily results in fishing vessels running on the bottom of said rivers and cause sand and dirt to enter in the screws and engines of said vessels with resultant damage to equipment.

That your petitioner, on behalf of himself and all the members of the Two Rivers Fishermen's Association, on whose behalf as it secretary he has been instructed to file this petition, and on behalf of all persons engaged in the fishing trade in Two River, prays that your body will favorably consider pending legislation having to do with the dredging of said East Twin River and West Twin River within the city of Two Rivers, so that said rivers may be used without hazard and damage to vessels engaged in the fishing trade in and out of this port.

RAYMOND TADDY.

STATE OF WISCONSIN
Manitowoc County, ss:

Raymond Taddy, being duly sworn states that he is the petitioner above named and that he is the secretary of the Two Rivers Fishermen's Association;

That he has filed the foregoing petition on behalf of said Two Rivers Fishermen's Association, by and with its authority and instruction. That he has read the foregoing petition and knows the contents thereof and that the same is true of his own knowledge except as to matters therein stated on information and belief and as to those maters he believes it to be true.

RAYMOND TADDY.

Subscribed and sworn to before me this 9th day of May A. D. 1956.

[SEAL]

DON A. OLSON,
Notary Public, Manitowoc County, Wis.

My commission expires April 27, 1958.

Mr. BYRNES. The proposed modification, as I said, of the Two Rivers Harbor, is a small project, but it is vital to the continued development of this important Lake Michigan port. It contemplates the expenditure of around $60,500 in new funds, with an additional $5,200 annually in new maintenance.

I might say at this point I am not here requesting this committee to go beyond the recommendations of the Corps of Engineers. We are limiting ourselves at this time to the projects A and B as recommended by the Corps of Engineers.

The work would provide a 300-foot extension of the present 18-foot basin upstream in West Twin River, and a 100-foot wide channel, 10 feet deep, on the East Twin River, from the basin to the 22d Street Bridge.

This project is a part of an overall development of the harbor being vigorously pursued by the city. Two Rivers has already expended over $150,000 from its own funds for harbor improvements in the past 4 years, and has completed a harbor improvement study of their own and a survey, and has scheduled other improvements over the next 3 years in their own interests and behalf. It is prepared to meet all of the local requirements as proposed in the report of the Chief of Engineers to the Congress.

Completion of the project is expected to bring the following benefits: Increased commerce in petroleum products; elimination of tanker delays which now results from the confined turning and dockage space; reduction in the cost of transportation through the use of larger vessels; and also full use of the vessels, which presently come into the channel but which are now not filled to capacity because of the depth requirements at the far end; increased safety and ease of maneuvering vessels in the enlarged basin; reduction of fishing boat damage; and elimination of extra handling of fish and equipment and an increased fish catch.

I should say at the present time our fish catch, Congressman Nicholson, is a little lower than it is in normal times, because we have been suffering, as all of the lakes have been, from the ravages of the lamprey eel, which we hope one of these days will be resolved and then commercial fishing in the area will improve considerably.

The benefit-cost ratios have been mentioned, so I will not repeat them, but it is my sincere hope that this project will be looked upon favorably, as I think it is a well justified project which will be of immediate value to the numerous small businesses depending on the harbors for their support, and will be of benefit to the entire community.

That concludes my statement, Mr. Chairman.

Mr. BECKER. John, the easterly part is in constant use by the fishermen?

Mr. BYRNES. Oh, yes. There is a commercial fishing fleet there.

Mr. BECKER. Commercial fishermen?

Mr. BYRNES. Yes; it is just a commercial fleet.

Mr. BECKER. It is a part of the employment of the business community there?

Mr. BYRNES. One of the big items is the fishing fleet. As I say, right now our fishing is in a rather poor state compared to what it was in the normal situation because of the ravages of the lamprey eel and its attacks not only on the whitefish, but the lake trout, the numbers of which fish are decreasing. We hope that through other Federal and State activities in their fight on the lamprey eel the situation will correct itself, and we can again think in terms of a more profitable fishing occupation in this community.

Mr. ROGERS. About how many boats are in the fishing fleet, offhand?

Mr. BYRNES. Nineteen to twenty-five.

(The additional statement by Mr. Byrnes follows:)

STATEMENT OF REPRESENTATIVE JOHN W. BYRNES, A MEMBER OF CONGRESS FROM THE STATE OF WISCONSIN

Mr. Chairman, I would like to call the attention of the committee to the need for the inclusion in the pending bill of the beach erosion control project on the Lake Michigan shore between Manitowoc and Two Rivers, Wis.

Manitowoc and Two Rivers are two important industrial communities in my district. They are situated on the shore of Lake Michigan, about 2 miles apart, and the principal highway connection between them is State Highway 42 which runs parallel to the shoreline.

This shoreline is subject to heavy erosion, particularly in high water periods, from the pounding of waves. Heavy damage has been done in the past, causing a gradual receding of the shoreline, and endangering the highway itself. If the erosion were allowed to continue unchecked, the highway would eventually become unusable and the cost of relocating it would be tremendous.

The plan for protecting the shoreline recommended by the engineers will stabilize the shoreline and protect the important property involved. A stone revetment is planned, at a total cost of $141,000, with the Federal share estimated at $47,000. Local authorities, including the cities of Two Rivers and Manitowoc, will finance the remaining costs and maintain the structure after completion.

This project is fully justified on an economic basis. I urge its inclusion in the bill.

Mr. ROGERS. Thank you.

Mr. BLATNIK. If there is nothing further, that will conclude the hearing on the project.

DOUGLAS AND JUNEAU HARBORS, ALASKA AND ALASKA, SOUTHWESTERN

Mr. BLATNIK. The Chair notices Mr. Bartlett of Alaska has been here since the opening of this morning's session. I notice Congressman Melvin Price is here also, and we have a large project in his district.

Mr. Price, Mr. Bartlett informs the Chair it will only take 2 or 3 minutes for his presentation. With your permission, could we hear Mr. Bartlett first?

Mr. PRICE. Yes.

Mr. BARTLETT. Do you want me to precede the giving of testimony by the engineers?

Mr. BLATNIK. It is not the usual procedure. The project is Alaska, southwestern, House Document 390, 84th Congress. First of all let me ask the Corps of Engineers, do they have any statement to present on this project?

STATEMENT OF MAJ. GEN. E. C. ITSCHNER, CORPS OF ENGINEERS

General ITSCHNER. I do have a statement to present on the project.

Mr. BLATNIK. May we hear the Corps of Engineers first, Mr. Bartlett?

Mr. BARTLETT. Yes, indeed.

Mr. BLATNIK. In addition we have Douglas and Juneau Harbors, Alaska, House Document 286, 84th Congress.

General ITSCHNER. Mr. Chairman and members of the committee, the first Alaska project we have to present today is an interim Report No. 5 on a preliminary examination and survey of the harbors and rivers in Alaska, authorized by section 204 of the Flood Control Act of 1948, Public Law 858 of the 80th Congress, and section 208 of the Flood Control Act of 1950, Public Law 516 of the 81st Congress, 2d session.

It also is a report on the preliminary examination and survey of the upper Kvichak River in Alaska, authorized by the River and Harbor Act of 1945. The final report on Alaska rivers and harbors will be submitted at a later date. This particular interim report is on the southwestern portion of Alaska, which includes the Alaska Peninsula, the area tributary to Bristol Bay, the Kodiak Island group, and the Aleutian Islands. It also includes the Pribilof Islands, which are in Bristol Bay.

In this comprehensive report navigation and flood-control problems were studied. The potential hydroelectric power development was considered and also related water uses. It was determined that the Kvichak River navigation project, desired by local interests, was not economically justified and therefore no further report will be made on that portion of the project.

However, after studying the entire area and recognizing that the hydroelectric potential development is quite great and, on the other hand, there is no immediate foreseeable use for that power, the report recommends only two projects. The first of these is the Dillingham small boat basin.

Dillingham is a small town of about 800 population located on an arm of Bristol Bay. It has a much larger transient population and a population of something like 1,500 people in the tributary area. It is primarily a fishing and trading center. At the present time the city must rely entirely upon water transportation, except for a small amount of goods that can be brought in by air, so it makes use of oceangoing vessels, which anchor out in the bay and lighter to shore. It is a very expensive and time-consuming operation.

At the present time there are about 3,000 tons of commercial traffic a year going into the city itself. In addition, there is probably several times that amount of tonnage going into the numerous canneries in the vicinity. There are about 100 small boats which are based upon Dillingham and which stay there throughout the year, plus a much larger number of vessels which go up there for fishing purposes during the summer months.

The plan is to develop a small river, Scandinavian Creek, which flows close to the town of Dillingham, by excavating a small channel in that river up to a small boat basin, which would be excavated to a depth of 2 feet above mean lower low water. At the lower end of

that small boat basin will be constructed a sheet piling dam with the top at elevation plus 7. Then during high tide periods the vessels will go over the top of that dam into this small boat basin, and the water will be contained in that basin at plus 7 feet, with the bottom at plus 2 feet, which will afford a 5-foot depth of water. During a low tide they will not be able to get out of the basin because at extremely low tides the water goes down to minus 4½ years.

The cost of the project is $421,300, of which the Federal Government will contribute $377,300 and local interests $44,000. All of these prices are current rather than prices in existence at the time the report was prepared.

The average annual cost is $26,500, and the average annual benefits are $35,400, for a benefit-cost ratio of 1.33 to 1.

The project has been approved by the Governor of Alaska and all of the Federal agencies, as well as the Bureau of the Budget.

I would like to emphasize again, these people have no other means of transportation except air.

Now the second favorable project in southwestern Alaska is a very small one.

Mr. ROGERS. Before you leave that, General, about how many people live in that area?

General ITSCHNER. In Dillingham itself in 1950, which was the last census we had, there were 800 people living there and 1,500 people in the immediate tributary area. During the summer there are a number of other people who go up there to work in the canneries.

Mr. ROGERS. I see. Thank you.

General ITSCHNER. The next project reported on in this particular report in southwestern Alaska is the Naknek River improvement.

The Naknek River is a river 35 miles long which originates in the Alaska Peninsula and flows generally west and a little north, and empties into Bristol Bay. It is quite a large river, 500 feet wide at its narrowest point, and fairly deep, and about a mile wide at its mouth. The river is used at this time to transport supplies by lightering from deep-sea ships into barges to the various canneries located along the river, as shown on the map, and to the community of King Salmon, which is located about 17½ miles up the river from the bay. It is also used to supply Naknek Air Base, now called King Salmon Air Base, with their heavier supplies, such as petroleum products.

The only other access to the King Salmon Air Base is by air.

Mr. ROGERS. Is that river open all year round?

General ITSCHNER. No, sir. It is not open in the winter. The amount of traffic handled at the time the report was prepared to King Salmon, commercial traffic only, was 1,100 tons. During an average year, at least 150,000 cases of salmon are shipped out. In addition to the tonnage I mentioned, there is a substantial tonnage to the Air Force base, and also the various canneries, which was not included in the amount I gave.

The project is a simple one. It is merely blasting the tops off 23 large boulders which obstruct navigation at the present time. These boulders are shown on the chart in green.

The cost of doing this work is only $18,700 at current prices, or an average annual cost of $660, as compared to an average annual benefit of $1,100, for a benefit-cost ratio of 1.67 to 1.

The report was commented upon favorably by the Governor of Alaska and by the Federal agencies and the Bureau of the Budget.

That is all I have on these two projects.

Mr. BLATNIK. Are there any questions?

Mr. DONDERO. How deep is this river?

General ITSCHNER. It varies, but generally speaking about 10 feet below mean lower low water.

Mr. DONDERO. What was the tonnage of commerce?

General ITSCHNER. The tonnage of commercial commerce, that is, commercial to King Salmon, is 1,100 tons, but in addition to that there is a larger amount of tonnage to the King Salmon Air Force Base. Furthermore there are large tonnages to several canneries, which are not located all the way up the river, but part of the way up.

Mr. DONDERO. How long a river is that?

General ITSCHNER. The river itself is 35 miles long. This stretch of the river shown here from the bay to the air base is about 18 miles, and the map stops at mile 20.

Mr. DONDERO. I was not here to hear all of your statement. What does that commerce consist of?

General ITSCHNER. The tonnage?

Mr. DONDERO. Yes.

General ITSCHNER. It is just general cargo, including petroleum products. It is everything they cannot afford to ship by air. There is no other way in.

Mr. DONDERO. What I am driving at is to find out whether or not there was any food coming out of that river by way of salmon or fish products?

General ITSCHNER. Yes, sir. All of the salmon that is packed in this river goes out by lighter barges to ships and is loaded on these larger ships to be sent to the United States. Hundred and fifty thousand cases of salmon is a normal pack. They have good years and bad ones, of course. Recently they have not as good years as they had prior to that time.

Mr. DONDERO. I take it from the amount of maintenance annually there is no silting of the channel?

General ITSCHNER. The stream is extremely clear, sparkling water, sir.

Mr. ROGERS. What depth will this bring it to when you get the boulders out?

General ITSCHNER. Getting these boulders out will bring the river to a depth of 10 feet below mean lower low water. With these minus tides there it means an actual depth at times of slightly over 5 feet.

Mr. BLATNIK. Thank you, General. Is there another project?

General ITSCHNER. We have a third project, which is not connected with the report on Southwest Alaska. This project is the Juneau and Douglas Harbors project in response to a resolution by the House Committee on Rivers and Harbors of October 30, 1945, which required a review of House Document 249 of the 75th Congress.

Juneau is the capital of Alaska, located some 880 miles by boat north of Seattle on Gastineau Channel. It is on the mainland. Across Gastineau Channel on Douglas Island is the town of Douglas.

Juneau is in the southeastern portion of Alaska, and Juneau is on the northeast side of Gastineau Channel. Douglas, which really amounts

to a suburb of Juneau, because it is connected by a bridge, is also located on Gastineau Channel on an island.

The population of Juneau in 1950 was approximately 6,000. It is probably greater at this time. There were 8,800 people in the immediate area. The town of Douglas has a population of substantially over 1,000 at this time, but there were only 700 inhabitants reported in the 1950 census.

Traffic to Juneau is very large because here, too, water is the only means of access, except by air. One hundred and fifty thousand tons of traffic go into or out of Juneau every year. Because of their reliance on water transportation there are a great number of small boats.

At the time the report was prepared there were 1,350 small craft over 16 feet long registered in Juneau and the immediate vicinity. Almost all of these are small commercial fishing vessels. There is existing in Juneau a small boat basin 11½ acres in extent which is very much overcrowded. As a result there is a good deal of damage from one vessel striking another. The fire threat is great, since only a small part of the boat population can be accommodated in the basin. A large number of smaller boats must be beached on the shores in the vicinity of the town.

The plan proposed for Juneau is to construct a small boat basin 19 acres in extent to a depth of 12 feet, except for the entrance portion, which would be 14 feet below mean lower low water. It would also consist of a jetty 530 feet long and a breakwater 1,150 feet long.

Across the channel in Douglas it is proposed to construct a small boat basin 5.2 acres in extent, 825 feet wide and 1,100 feet long, and also to construct a small jetty from Juneau Island 90 feet long, in order to afford better protection against storm waves.

The cost of the combined projects at the current prices is $1,930,000, of which $530,000 is to be contributed by local interests, and $1,400,000 is the Federal cost. The annual costs are $69,000 and the annual benefits are $88,000, for a benefit-cost ratio of 1.28 to 1.

There is no cash contribution, however. The contribution is in the form of lands, easements, rights-of-way, maintenance, and the construction of suitable wharves, docks, and boating facilities.

That is all I have to present, sir.

Mr. BLATNIK. Thank you, General. Are there any questions?

Mr. DONDERO. I have a question, Mr. Chairman. I could not help but notice that the annual maintenance is very, very high, $69,000. What does that consist of?

General ITSCHNER. The annual maintenance is not very high actually, sir. The annual costs of the project, including the amortization of the original investment and the interest on the original investment are $69,000. That includes maintenance, but maintenance is a small portion of it.

Mr. DONDERO. Is that a port for the shipment of food such as salmon and fish?

General ITSCHNER. Yes, sir. There is a good commerce in salmon and other fish. The incoming commerce is largely handled in deep sea facilities south of the small boat basin which is in existence. So almost all of the use of both of these basins will be commercial fishing boats. There are a few recreational craft, but very, very few. Also the Coast Guard uses these facilities and the Alaskan Boat Com-

mission has an installation on Juneau Island. They too would make use of the harbor on the Douglas side.

Mr. BLATNIK. If there are no further questions, thank you very much, General Itschner.

Mr. Bartlett.

STATEMENT OF HON. E. L. BARTLETT, A DELEGATE FROM ALASKA

Mr. BARTLETT. Thank you, Mr. Chairman, and members of the committee.

Save and except one thing, I desire to endorse and subscribe to every statement made by General Itschner. I cannot go along with him, however, when he says Douglas is a suburb of Juneau.

There is really nothing for me to add to the very comprehensive explanation made by General Itschner in regard to these projects. Merely allow me, if you will, to emphasize the fact that these seacoast towns of Alaska live by and from the sea to an extent that is almost unique, I suspect. From Juneau and from Douglas, for example, you have the halibut boats, the salmon trawlers and seine boats, and boats to catch other species of fish. Fishing is the principal industry of Alaska.

Mr. DONDERO. May I ask the Delegate from Alaska, who is always very, very efficient in representing his Territory, what time of the year would it be possible to see these projects in order that the members of the committee would have a better perception of what you want?

Mr. BARTLETT. I would recommend that if you were to want to look at the projects at Juneau, for example, that the first 2 weeks in August might be preferable, or perhaps a little later, because among other things at that season of the year the silver salmon and the cohoe salmon seem to come in from wherever they have been, to the area around Juneau, and they provide, as well as a great commercial fishery, some of the finest sport fishing in the world. Actually any time of the season would be good to go up there in the summer season, when you are through here.

Mr. DAVIS. Are you planning a visit?

Mr. DONDERO. I was speaking for the rest of the committee, who were a little timid in asking.

Mr. BARTLETT. You are invited at any season of the year, and I think you will enjoy it at any season of the year. However, for Juneau itself I would recommend, if it is possible, the first few weeks in August. I sincerely hope that the committee will endorse and decide favorably in regard to the Juneau-Douglas project. I know from my personal knowledge, as Juneau is my home, that it is urgently needed. There is a serious overcrowding and a really basic need for prompt improvement.

In reference to the projects about which General Itschner first testified, I think the need for removal of those boulders at Naknek at the low cost which he suggested is very obvious. There is a heavy traffic there, partly, as he said, consisting of defense tonnage.

I can only add this in relation to the Dillingham project. Bristol Bay is the principal supplier of red salmon in the entire world. Over the course of the years the Federal Treasury has received in taxes from the take of the red salmon there certainly scores of millions of dollars. The fish production, too, has made a notable contribution to

the territorial treasury. But even so, please allow me to quote from the letter of the Chief of Engineers which he sent to the Secretary of the Army on December last. Although this is the principal red salmon area of the world, and although the people there very definitely live by the sea, the Chief of Enginners said this:

> There are no Federal improvements in the interests of navigation in the area.

In the entire Bristol Bay area the Federal Government has not spent a dime on navigation improvements. Allow me to quote one more sentence from that same letter:

> The district engineer finds that a small boat basin is urgently needed at Dillingham.

I can testify from my own knowledge that that is the case. Fishing craft there take a terrible beating in the frequent storms in the North Pacific area.

In reference to these projects also I hope the committee will approve them.

Thank you very much.

Mr. BLATNIK. Thank you, Mr. Bartlett. Are there any questions? (No response.)

Mr. BLATNIK. If not, that completes the hearing on the Alaska projects.

MISSISSIPPI RIVER AT ALTON, ILL.

Mr. BLATNIK. Congressman Price, we have the Mississippi River at Alton, Ill., House Document 136, 84th Congress. Congressman, thank you very much for your patience and courtesy in yielding to the gentleman from Alaska.

Mr. PRICE. Do you desire to hear the Corps of Engineers first, Mr. Chairman?

Mr. BLATNIK. We would like to hear the Corps of Engineers first. Colonel John Allen.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. Mr. Chairman, the project at Alton Harbor consists of two projects in the recommendation. One is a commercial harbor, which I will discuss first, as shown on this sheet. The other one is a small boat harbor, primarily a recreational harbor.

This report is submitted to the committee in response to a resolution of February 28, 1945.

Alton, Ill., is located on the Mississippi River at the vicinity of lock and dam 26, or right at it. That is one of the locks in the canalized 9-foot project. There is no commercial navigation facility at Alton at the present time.

Local interests have desired that they join with the Federal Government in developing a barge terminal, or a navigation facility, capable of using the 9-foot channel, which passes right by their front door on the Mississippi River.

The district engineer has worked with local interests in the development of this plan, and the Chief of Engineers, after reviewing the

report of the Board of Engineers on Rivers and Harbors, recommends a small barge harbor at Alton at a cost of $275,500.

As I mentioned, there are no commodities moving by water from Alton at the present time. It was estimated by local interests during the preparation of this report if a small harbor were provided that in excess of 500,000 tons of commerce would move out of Alton. This was conservatively reviewed by the district engineer and this report is based on a prospective tonnage of 131,000 tons, which could move from Alton if a facility were provided.

The total cost of the project, as I mentioned, is $275,500. The Federal cost is $246,000. The local interests cost would be $29,500, that not being in cash, but being in the provision of access roads and facilities in order to complete the navigation improvement.

Their requirements would be, in addition to the lands and easements and rights-of-way and disposal areas, provide and maintain an adequate public terminal and transfer facilities, including material handling facilities, mooring facilities, railroad and truck trestles, bank protection, warehouse, access road, parking area, railroad, and police and fire protection, open to all on equal terms; accomplish all necessary alterations to water supply lines, drainage facilities, and utilities; and establish properly constituted body having authority to cooperate financially and to operate essential facilities.

This is one of the two projects in this report. The Bureau of the Budget had no comment on the recommendation of the Chief of Engineers with respect to the commercial harbor. The Governor of Illinois endorses the projects, as recommended by the Chief of Engineers.

Mr. DAVIS. Let me ask the colonel a question. Colonel, is there another project near Alton, Ill., wherein some dredging has to be done, so that the barges can go through?

Colonel ALLEN. The other problem, which is not embraced within this report, is substantially this: This is the lowermost lock except Chain of Rocks on the Mississippi River. Due to the low water periods in recent years the operators have had considerable difficulty in negotiating the lower sill on lock and dam 26, which at times required they light-load in order to pass lock and dam 26.

The recommendation about which you speak is the construction of a lock and dam which is merely a submerged weir in the river, which will increase the lower pool height at lock and dam 26 so that the full capabilities of the barges can be utilized in transiting lock and dam 26.

I think that subject will be discussed later, but it is not incorporated in this report I am presenting now.

Mr. DAVIS. But will it be ready for submission to the committee before adjournment of these hearings?

Colonel ALLEN. The division engineer's report has been received and it is being heard by the Board of Engineers for Rivers and Harbors on the 19th of June.

Mr. DAVIS. I know there is very great interest all up and down the river, because they claim in low water, as you say, they cannot go through one way or the other.

Colonel ALLEN. Yes, sir.

Mr. DAVIS. Thank you, Colonel.

Mr. DONDERO. I wish to ask the colonel a question?

Mr. BLATNIK. Mr. Dondero.

Mr. DONDERO. What is the population of Alton?

Colonel ALLEN. Alton has a population or had in 1950 of 32,500, with a contiguous area of about 50,000.

Mr. DONDERO. Is it in Alton where the Illinois Central crosses the Mississippi River?

Colonel ALLEN. I do not know, sir.

Mr. PRICE. Yes. It is in the vicinity. It is a little lower down.

Colonel ALLEN. In the vicinity of St. Louis; is it not?

Mr. PRICE. Yes.

Mr. BECKER. This is to take care of a potential 500,000 tonnage. Is that right?

Colonel ALLEN. Local interests estimated 500,000 tons. The district engineer, in justifying the project, accepted 131,000 tons of that potential.

Mr. BECKER. How is that tonnage being moved now?

Colonel ALLEN. By rail to St. Louis for the most part from manufacturers adjacent to this area, who could move it more economically if a water transportation facility were provided.

Mr. BECKER. So that if we put up the money for the dockage there, then we also have a serious effect on that much tonnage being shipped by rail now. Is that correct?

Colonel ALLEN. That is correct.

Mr. BECKER. Even though it is more economical to ship by water?

Colonel ALLEN. That is the way the benefits were taken. That is the cost over this project compared with the present most economical method.

Mr. DONDERO. There is one question I omitted to ask. What is the benefit-cost ratio?

Colonel ALLEN. The benefit-cost ratio for the commercial harbor is 5.1 to 1.

Mr. BECKER. That is based on the potential.

Colonel ALLEN. Of 131,000 tons. Yes, sir.

Mr. ROGERS. Colonel, is it my understanding at present there is no facility there?

Colonel ALLEN. That is corerct.

Mr. ROGERS. A city of 32,000 with no facility at all right on the river?

Colonel ALLEN. That is right.

Mr. ROGERS. Thank you.

Colonel ALLEN. This project is below the dam. The recreational project is in the upper pool above lock and dam 26. Again there is no project at this particular location. There are some boat rentals at Piasa Creek which are in use at the present time, but there is no organized small-boat development in Alton Harbor.

Local interests desired at the same time this report is being investigated for the commercial project, to determine whether or not it was economically feasible to provide a small craft harbor essentially for the use of recreational boating.

The recommendations of the Chief of Engineers on this project, after going into it with local interests, recommend a provision of a small-boat harbor in the vicinity of Alton above lock and dam 26. This would be a small dredged area at the mouth of the creek. The material from this dredged area is to be placed as land fill, and access

road, parking area, necessary utilities, and service areas are to be constructed in order that the entire facility will be a workable recreational small-boat facility.

The recommendation of the Chief of Engineers is that a small-boat facility be constructed at this location at an estimated cost of $167,000, $100,300 of that to be the Federal share and $66,700 being the local share—$22,000 of that will be in cash or an estimated 19 percent of the first cost of dredging. The contribution by local interests in addition to the cash will provide for the surfacing of parking and service areas, an access road, utilities, an administration building, a mooring area and mooring floats, and so forth, to make the facility a complete small-boat facility.

The benefit-cost ratio of that project is 5.7.

The Bureau of the Budget, in commenting on this report, had no objection to its submission to the Congress, but felt that the local interests' cash contribution rather than the 19 percent recommended by the Chief of Engineers should be 50 percent of the cost of the general navigation facilities.

In deriving the local interests' contribution to this project we used what we have termed here and presented to this committee in 1954 as the small-boat formula, wherein first the benefits are derived and assessed as Federal and local. Then taking those benefits the project is worked back, so that the annual charges to the Federal Government and the non-Federal interests are in the same ratio that the benefits are. That produced this cash contribution here, or the local interests' share of the $66,700, and the Federal share of $100,300.

The Bureau of the Budget takes the position that local interests should contribute 50 percent of the cost of the navigation facility, which would be the dredging of the area, and that everything else, like the access road and parking area, should be an additional cost to local interests.

The Chief of Engineers, in presenting the small-boat formula to this committee previously, pointed out that the entire project should be considered as a unit and not only the dredging, but in order to make the project complete and workable these other facilities, like parking areas and access roads, are required. That is the difference in concept between the Chief of Engineers' recommendation and the comments of the Bureau of the Budget.

Mr. BLATNIK. Any questions?

Mrs. BLITCH. Mr. Chairman.

Mr. BLATNIK. Mrs. Blitch.

Mrs. BLITCH. That would be an entirely recreational facility?

Colonel ALLEN. Yes, ma'am.

Mrs. BLITCH. How did you arrive at your benefit-cost ratio?

Colonel ALLEN. For the lack of a better yardstick in the development of a small-boat project of this type we assume that the benefits are those which are equivalent to the investment in small boats. In other words, if X dollars were invested in small boats or recreational craft, the value of that investment if put out at interest is accepted as a reasonable return for computing the benefits for a small-boat project. It is a difficult thing to assess, but for lack of a better yardstick it is assumed if $200,000 is invested in small boats in the area that amount put at interest is the benefit to the users of the small boats.

Mrs. BLITCH. Would the Corps of Engineers think that these recreational facilities then should run on an equal basis with needed commercial facilities?

Colonel ALLEN. We recognize that there is not the need for full Federal participation in small boat harbors, but in view of the great increase in recreation as an industry in this country we presented to this committee in 1954 the small-boat formula, on the basis of which several other projects were authorized as a joint venture in recreational facilities.

Mrs. BLITCH. It would be awfully nice, but it is kind of hard for me to see when I think about the various commercial projects that are needed so badly.

Colonel ALLEN. It is recognized that the Federal Government should not go 100 percent, but it was felt there was some ground for a joint venture in view of the great growth of this particular type of recreational boating and its value to the country as an industry.

Mrs. BLITCH. Thank you, Colonel.

Mr. BECKER. Is it the intent of the Corps of Engineers to recommend these projects generally? Once you start this it would seem to me we would get thousands of them. We have these small-boat harbors down in my area and we do not have 50, but we have thousands of boats. We do not come here and ask you to build these basins. It would seem to me ridiculous if we did because there we do our own dredging. The State and local interests do the dredging of the small recreational harbors. We have them on both shores of Long Island. I cannot conceive of it. Even if you take any part of this and the money invested in the boats and figure the amount of interest spent or used in that investment, and take that as a benefit-cost ratio, it seems to stretch my imagination a long way to bring that in.

Thank you. That is all I have to say.

Mr. BLATNIK. Thank you, Colonel. Mr. Price.

STATEMENT OF HON. MELVIN PRICE, A MEMBER OF CONGRESS FROM THE STATE OF ILLINOIS

Mr. PRICE. Mr. Chairman, I will be very brief because the Corps of Engineers has already adequately described the Alton small-boat and commercial harbors.

In answer to Mr. Becker, I might say historically there is a little sense of obligation on the part of the Army engineers in regard to recreational facilities here, because when they formed this vast pool back of the Alton lock and dam 26, they eliminated the existing recreational boat harbor which was there. There were no commercial harbors, but they did have a small boat harbor for recreational purposes. I think that is probably one of the reasons why the engineers got into the recreational harbor facility.

I understand also that the local community is preparing to meet its contribution. It is not in shape right now, but by the time these authorizations will go through and money would be available they would be able to do so. The Governor of the State of Illinois endorsed both projects and approved it in public hearing.

Mr. Chairman, I would like to address my remarks to H. R. 11048. That deals with the subject that my good friend from Memphis, Mr. Davis, raised a moment ago.

Mr. BLATNIK. For clarification, this is a different project?

Mr. PRICE. Yes, sir. This is a different project entirely.

MISSISSIPPI RIVER AT ALTON, ILL., LOCK AND DAM, H. R. 11048

Mr. PRICE. This is a project on which I understand—and the reason why I am bringing it up at this time is I understand it is under consideration this morning and Mr. Goodall of the Mississippi Valley Association will give testimony in regard to this project. Is that correct?

Mr. BLATNIK. That is correct.

Colonel Allen, do we have the previous chart which would show that?

Colonel ALLEN. No, sir. Neither chart would suffice.

Mr. PRICE. That is the project Mr. Davis referred to a moment ago.

There is considerably more than local interest in that project. As a matter of fact, it is one of interest to the entire Mississippi Valley. You will find that the testimony presented by the private industry will range from the Great Lakes all the way down to New Orleans. Mr. Davis evidently heard of this project from shippers along the river and barge people, who consider it an urgent project. It is just slightly below the city of Alton.

The dam that was pictured on the other chart is maybe a distance of 5 or 6 or 7 miles, and not more than that, to the Chain of Rocks Canal.

The purpose of this dam, of course, will be explained by more competent technical witnesses than myself. I am only here to say that I have introduced one of the bills in the House or a companion bill of the bills introduced in the Senate, and it is a matter of urgency which developed in the last year or so. If not corrected, it will cause a considerable loss of shipping on the Mississippi River and other inland waterways.

I am wholeheartedly in support of the project and hope when the testimony is in—and I understand that the Corps of Engineers are not prepared today to give their final opinion of the project and their views on it but that later on they will be—I hope that at that time the committee will give it favorable consideration.

Thank you, Mr. Chairman.

Mr. BLATNIK. Thank you.

Mr. PRICE. I understand also in connection with the Chain of Rocks Dam that the State authorities, the Governor of the State, is prepared to give his endorsement of the project.

Mr. ROGERS. Mr. Chairman, I want to say I think the project certainly has great merit, particularly where a community has no facility right along the river. Also I want to say I am glad to see the Corps of Engineers recognize some merit to recreational craft, because I know we have that problem in my area, where it is a great industry. Yet, unless they classify them as commercial boats there has been nothing done in the past. It makes up a considerable portion of the traffic that uses our navigable streams, and also our ports and harbors.

So I am glad to see that at least they are recognizing that problem. I think it is very fine.

Mr. PRICE. I think it is a good thing to develop the recreational boating on inland waterways, and I think also without the assistance of the Corps of Engineers it would not be possible to do so.

Mrs. BLITCH. I would like to ask Mr. Rogers this: You would not justify projects particularly for recreational purposes alone, would you?

Mr. ROGERS. I think you may call it all recreation, but I think it is not. It is a big industry which is developing now. You have to weigh it in the balance.

Mr. BLATNIK. It is not that we just emphasize the recreational aspect, but I think there is a certain responsibility the Federal Government shares in harbors of refuge. We have that on the north shore of Lake Superior in Minnesota. It is an industry where there are many places where the Federal Government is not involved, but they combine it. We call it a recreational industry, but it becomes the No. 2 industry in the State, with agriculture and mining first. Sometimes it is second after the mining season is over, when we find that the tourist industry takes second rank in the whole State.

Mrs. BLITCH. I can see that, but I wanted to develop it because it was new to me. I did not know projects were authorized on a strictly recreational basis.

Mr. BECKER. There is one point I would like to get straight and I am glad that my colleague faced up to it in this recreational boating situation. There seems to be a conflict which I can sympathize with. If there were a previous boat harbor here that had been eliminated or destroyed because of lock and dam 26 going in, then I should certainly see that there is merit to a replacement of it or a working out of that condition, and I would certainly be able to see that. I would not want to see the city lose and that area penalized because of the locks, or other type of work being done. I certainly think some settlement should be made to change the picture.

Mrs. BLITCH. I want to ask you this, Mr. Becker, and call it to the attention of others present: I am sure they thought of this and thought of it more than I have, but it seems to me when this project was approved and went into operation that that should have been included in the cost of the whole thing and have been a part of the project.

Mr. BECKER. That is right.

Mr. PRICE. I think it has been under consideration for a long time. Of course, when Alton lock and dam was built it was right on the fringe of the depression period and there was not too much stress put on the recreational harbor. But it has been under consideration for a few years.

Mrs. BLITCH. But it was not included in the original cost?

Mr. PRICE. I don't think it was included in the original plans but discussion of replacement has been bandied around for quite a few years.

Mr. BLATNIK. Are there any other questions?

(No response.)

Mr. BLATNIK. Regarding your bill, H. R. 11048, authorizing the modification of the existing project by providing for the construction of a dam at Chain of Rocks, to make the record clear, the Corps

of Engineers was not asked to have a report or make any presentation at this time. We do have your bill before us and there are witnesses here in town at this time who asked for the privilege of making a brief presentation on it. So, proceeding a little out of order, and with the consent of the committee, we will hear these witnesses next.

Will you present them or will Mr. Winter do so?

Mr. PRICE. Mr. Goodall, who will testify here, will present the statements of his association and I think of a few others who are supporting this legislation.

Mr. Chairman, I say to you and the committee that I certainly appreciate your consideration of this legislation and taking it up at this session, so that you can accommodate the witnesses who are in town. I thank you very much, Mr. Chairman.

Mr. BLATNIK. Thank you, Mr. Price.

Adm. H. W. Goodall, manager of the Great Lakes division of the Mississippi Valley Association. We will be glad to hear you, Admiral Goodall. Will you please take the chair.

STATEMENT OF ADM. H. W. GOODALL, MANAGER, GREAT LAKES DIVISION, MISSISSIPPI VALLEY ASSOCIATION

Admiral GOODALL. Mr. Chairman and gentlemen, my name is Henry W. Goodall. I am manager of the Great Lakes division of the Mississippi Valley Association.

I appear before you to urge your support of House Report 11048.

At the 37th annual convention of the Mississippi Valley Association, held in St. Louis, Mo., on February 5 and 6 this year, 1,100 delegates from 30 States unanimously passed the following resolution:

> We urge the prompt completion of recently authorized studies and immediate emergency action to assure the availability of the 9-foot project depth over the lower sill of the Alton lock.

All barged traffic up and down the Illinois and upper Mississippi waterways must pass through the Alton lock and dam No. 26. According to the Corps of Engineers, this traffic has increased from an annual tonnage of 1,400,000 in 1939, the first year the Alton lock was opened, to over 20 million tons in 1954; 15,300,000 tons of this traffic moved on the Illinois Waterway and 16,300,000 tons on the upper Mississippi Waterway.

During the late fall and winter of 1955 and 1956, there were about 100 consecutive days when the depth of water over the lower sill of the Alton lock was less than 9 feet and as low as 6½ feet. As may be imagined, the low water over the sill of the Atlon lock seriously interrupted an orderly barge-movement of fuels, agricultural products, chemicals, and construction materials. Shippers and receivers throughout the entire Mississippi Valley experienced losses as well as inconvenience and uncertainties as a direct result of this situation, a loss which will ultimately be borne by the general public.

Gentleman, it is the general public whose interests are really at stake. It is the general public who will pay the full shipping costs. These costs will be added to the cost of living of all our people, including farmers, laborers, and people from every walk of life.

The 31 million tons of barged cargoes that passed through the Alton lock in 1954 do not reflect an up-to-date picture of the vital part the Alton lock plays in the economy of the midcontinent.

We are in an expanding period of manufacturing, processing, and industrial development. The tonnages that move through this lock are increasing. There are insufficient barges and towboats to fulfill demands. In many areas there are neither space, warehouses, nor storage facilities adequate for our immediate needs. Agricultural crops including corn, wheat, soybeans, and sugar must be moved when harvested. Coal, oil products, chemicals, and construction materials must move in an orderly flow from the source of the supply to the ultimate consumer if we are to keep costs down, maintain steady and full employment and provide the means for multitudes of our people to earn their living. I, therefore, urge the favorable consideration of House Report 11048 on an emergency basis and in the national interest.

Mr. Chairman, I would like to have permission to file my report and also three other statements. One is a statement by Maxim M. Cohen, general manager, Chicago Regional Port District; a statement by A. J. Maurer, assistant director of transportation, Chicago Association of Commerce; and a third statement by Mr. A. J. Christiansen, secretary of the Illinois Coal Traffic Bureau, and C. W. Stadell, traffic manager of the Illinois Coal Traffic Bureau.

Mr. BLATNIK. Without objection, those statements may be made a part of the record.

(The statements referred to are as follows:)

STATEMENT BY MAXIM M. COHEN, GENERAL MANAGER, CHICAGO REGIONAL PORT DISTRICT

The Chicago Regional Port District, a municipal corporation, created by an act of the Illinois State Legislature, is actively involved in the development of commercial and industrial harbor facilities in the Chicago area.

The port district board has long advocated the construction of a rock dam at the Chain-of-Rocks to impound the water so that barge transportation might not be interrupted by low water. The board has felt that any low water in the area adjacent to the Chain-of-Rocks has always periled its full usage and has deplored the necessity for lightening barges caused by such low water interruptions. The full potential of the Illinois Waterway system will soon be realized with the completion of the Cal-Sag project and the overall development of the Lake Calumet Harbor. Presently, the Chicago Regional Port District is expending $24 million in its first phase of the Lake Calumet Harbor development. The board anticipates an addition of $15 million within the next 18 months for additional facilities and the ultimate overall development will involve huge sums for commercial facilities and industrial purposes. Unless maximum usage can be made of the Chain-of-Rocks project, the board feels that these expenditures in Chicago will be hindered as well as countless other enterprises of similar nature up-and-down the inland waterway system to Chicago.

The port district board has previously expressed its desire at public hearings that the Corps of Engineers do everything possible to implement this condition.

The port district board wishes to again reiterate its declaration that the project be handled on an emergency basis and that prompt enactment be made of S. 3749, as well as companion H. R. 11048.

The port district board urges authorization and immediate appropriation of funds for this project.

STATEMENT OF THE CHICAGO ASSOCIATION OF COMMERCE AND INDUSTRY

MAY 24, 1956.

The Chicago Association of Commerce and Industry, hereinafter referred to as the association, endorses the improvements advocated by the United States Army engineers to relieve the low water situation on the Mississippi River at Alton lock and favors an early enactment of H. R. 11048 to implement such improvements.

The association is an organization comprising 4,815 members, many of whom are shippers and receivers of freight as well as transportation agencies of all types. One of the principal objectives of the association is to foster and promote adequate and efficient transportation services by rail, water, highway, and air. Since Chicago is the only city on the Great Lakes having a direct water connection between the Great Lakes-St. Lawrence Seaway and the Mississippi River system, the association has a vital interest in inland water transportation.

The Rivers and Harbors Act of July 3, 1930, authorized a 9-foot depth channel on the Mississippi River. However, during prolonged periods the combined flows of the upper Mississippi and Missouri Rivers fail to provide the authorized 9 feet over the lower sill of locks at lock and dam No. 26 in the vicinity of Alton, Ill. This low water situation necessitates restricting the loading of barges to drafts of 6½ to 7 feet, resulting in serious loss of cargo capacity. Barges must either be partially loaded at original shipping point to a draft sufficient to pass through the lock, or a portion of the cargo must be removed en route. This unduly delays shipments, reduces the available supply of barges, and results in added transportation costs which ultimately must be passed on to the consumer.

The United States Army engineers report that during 1945 traffic on the Mississippi River from Minneapolis, Minn., to the mouth of the Missouri River totaled 16,295,544 tons, and on the Illinois River 15,354,052 tons, making a total of 31,649,596 tons. Principal products moving via the Mississippi and Illinois waterways into the Chicago area include grain, bituminous coal and lignite, motor fuel and gasoline, fuel oil, and sand, gravel, and crushed stone.

To correct the serious navigational difficulties caused by low water at the Alton locks, the Army engineers recommend construction of a rock-fill dam across the Mississippi River about 900 feet below the Chain-of-Rocks Highway Bridge. This proposed dam would form a broad crested weir with a depressed spillway section capable of passing the minimum recorded flow of 40,000 cubic feet per second at a stage that would provide project depth of 9 feet over the lower sill at lock No. 26.

The Mississippi River is an integral part of our national waterway system, dedicated to public use for navigation. Necessary improvements in this vital artery of commerce logically becomes, therefore, a basic responsibility of the United States Government. The Army engineers' estimated benefit-cost ratio of 5 to 1 eliminates any question regarding the economic soundness of the improvements proposed.

Our association respectfully urges that the committee recognize the necessity for acting immediately toward eliminating the navigational problem caused by prolonged periods of low water on the Mississippi River at the Alton, Ill. lock, and favorably report H. R. 11048 which will implement the improvements recommended by the United States Army engineers.

STATEMENT OF BELLEVILLE FUELS, INC., AND ILLINOIS COAL TRAFFIC BUREAU, IN FAVOR OF BILLS S. 3749 AND H. R. 11048

Belleville Fuels, Inc., is a Delaware corporation operating as an association of coal producers located in the Belleville and Du Quoin producing districts with offices at 307 North Michigan Avenue, Chicago, Ill.; and the Illinois Coal Traffic Bureau is a voluntary association of coal producers in the southern Illinois coal-producing district, with offices at 307 North Michigan Avenue, Chicago, Ill. Both of these associations were organized and are maintained primarily for the promotion and protection of the interests of the Illinois coal industry in transportation matters.

Belleville Fuels, Inc., Illinois Coal Traffic Bureau, and the coal-producing companies members of such associations support and urge the enactment of the two bills referred to which would provide for a vitally necessary improvement in the Chain of Rocks area on the Mississippi River to correct the low-water conditions existing at the Alton lock.

The coal-producer members of these associations with mines located in the Belleville, Du Quoin, and southern Illinois producing districts ship substantial quantities of coal via rail-barge routes through Ford, Ill., which moves to various destinations north of Alton on the Illinois and Mississippi Rivers, and on the Great Lakes. During certain periods of the navigation season the movement of this coal via barge is seriously impeded by the difficulties encountered

in navigating the Chain of Rocks area due to low water in the Alton lock area.

This movement of coal via the rail-barge routes is increasing and will continue to increase substantially due to the increased demands for coal for the generation of electric energy by utility plants located along the inland waterways system north of Alton. The electric energy producing plants along the Illinois, Mississippi, and Missouri Rivers, in 1954, consumed 12,681,500 tons of coal. According to the estimates made by the Federal Power Commission contained in their document entitled "Estimated Future Power Requirements of the United States by Regions, 1954–80" issued in October 1955, the coal requirements of these electric utility plants will increase 54 percent by 1960 and 100 percent by 1965, which means that such plants will consume 19,542,192 tons of coal annually by 1960 and 25,363,000 tons annually by 1965. However, the Federal Power Commission estimate of increased generating capacity was based on a straight average percentage increase of 9.1 percent annually, whereas the actual increase in 1955 over 1954 was 22.7 percent, which indicates that 9.1 percent is a very conservative figure in the light of actual experience. Most of the coal consumed by the electric-power-generating stations on the upper Mississippi River moves via the rail-barge routes through the Chain of Rocks area, and is materially affected by the low-water stages. As the volume of barge tonnage increases, this low-water condition can seriously affect the ability of these electric-power-generating plants on the inland waterways system north of Alton, and other industrial firms who are now using barge coal to obtain enough coal to meet their requirements, and it can seriously affect the operating time and employment of the coal producers in the Belleville, Du Quoin, and southern Illinois coal-producing districts who supply this coal.

We therefore earnestly urge that these bills be favorably reported and that they be enacted into law so as to make the necessary improvements in this section of the inland waterways system.

Mr. DAVIS. I think we got a telegram from Mr. Bailey at New Orleans that he could not be here today. Do you happen to have his statement for the record?

Admiral GOODALL. There are other witnesses here. I would like to introduce Capt. A. C. Ingersoll, president of the Federal Barge Lines, St. Louis, Mo.

Mr. BLATNIK. Capt. A. C. Ingersoll, Jr., president, Federal Barge Lines, St. Louis, Mo.

STATEMENT OF CAPT. A. C. INGERSOLL, PRESIDENT, FEDERAL BARGE LINES, ST. LOUIS, MO.

Captain INGERSOLL. My name is A. C. Ingersoll, Jr., president of the Federal Barge Line of St. Louis.

The Federal Barge Line is the successor to the Inland Waterways Corp., which is a Government enterprise which for 37 years has been operating boats and barges on the Mississippi River.

I will not attempt to go into all of the details of the significance of this project to the river industry and to the people who use the river industry. All of the details were set forth in the statements of our 165 witnesses set forth before the Army Engineers on January 17.

Mr. BLATNIK. That report is now before the Corps of Engineers here in Washington and is scheduled for hearing on June 19, I understand.

Captain INGERSOLL. Yes, sir. I believe that the record of the hearings in St. Louis on January 17 are available to this committee for reference.

I would like to sum up the effect of those hearings by saying it was shown that the loss to the river carriers and to their customers, the shippers, amounted to approximately $1 million a month during the

period when this low-water condition which I will proceed to describe prevails.

I would like to devote 5 minutes to a condensed summary of what this problem is.

In the absence of the map which shows the geography, I will try to improvise one with a piece of chalk. The Mississippi River, running, you see, north and south roughly from Minnesota down to the Gulf of Mexico, and the Illinois River, connecting Lake Michigan at Chicago with the Mississippi River, and the Missouri coming down out of Nebraska and Iowa, come down together in this general area right above St. Louis, St. Louis being at this point.

Up until about 20 years ago, St. Louis was approximately the head of commercial navigation. The locks and dams were built on the Illinois then to canalize that river, which had been a small, shallow stream. A canal was dug connecting through to Lake Michigan, and traffic began to develop on the Illinois between the lower valley and Lake Michigan and Chicago.

By the end of the thirties, the locks and dams had been built on the upper Mississippi all the way to Minnesota. Traffic began to develop to and from Minnesota and Wisconsin ports, and between those and Chicago and between those ports and the Ohio and Pittsburgh areas.

The development of the Missouri is going on and it is coming to the point where traffic is doubling and tripling. In the last 10 years particularly the traffic in the waterway above St. Louis has been increasing by leaps and bounds. The traffic between the Pittsburgh area and the Illinois area and upper Mississippi between the gulf area and the upper Mississippi and the Chicago area; the traffic between the Missouri Valley and the Chicago area is the real crossroads in the Mississippi River system. At the present time the traffic density in this area is near the neighborhood of about 30 million tons a year, which is probably 30 times what is was 20 years ago.

The last lock in the series of locks on the upper Mississippi and Illinois is in the Mississippi at Alton. It is this lock here. From that lock to the Gulf of Mexico is about 1,100 miles, with nothing between the lock and the Gulf of Mexico. The river bed has been eroding below St. Louis. According to the Army Engineers in House Document 231 in the Congress back in 1939 the average low-water stage in the St. Louis area dropped 10 feet in 100 years by the erosion of the riverbed below St. Louis. About that time they had completed a series of cutoffs on the lower Mississippi River, which shortened the river from St. Louis to the Gulf of Mexico by 100 miles and made the pitch of the river that much steeper, and therefore accelerated the erosion. The effect of those cutoffs had not yet been reviewed in the studies made at the time they proposed a canal down at Granite City, just above St. Louis.

There is a rock ledge across the river at that point just below the mouth of the Missouri and above St. Louis which has been a sill, the last natural solid sill in the Mississippi before you get to the Gulf of Mexico. That sill determined the depth of the water above the Chain of Rocks sill, and particularly over the low sill at this Alton lock.

During the years in the late thirties and the war years, as traffic began to develop heavily above here, that rock ledge was a bottleneck, and a serious bottleneck, to the development of traffic. When low

water came it would be as little as 5 or 6 feet over that rock ledge. The result was a big drive in the late thirties to do something to bypass that ledge and make it possible for navigation to come and go at all stages of the river.

In 1939 a recommendation was made to build a bypass canal around that ledge just above St. Louis called the Granite City Canal. The original recommendation for that canal contemplated that probably it would be necessary to build a dam across the Mississippi River at that point in order to hold sufficient river stages at the Alton lock immediately above, so that 9 feet would be available over the lower sill. When the legislation authorizing this bypass canal was passed, somehow the provision for that dam was not included. In the interest and enthusiasm to get that canal built, the river people did not realize that when the bottleneck of that Chain of Rocks ledge was corrected, then we would be confronted with a bottleneck at the low sill of Alton Rocks. We did not find it out until the canal was completed in the spring of 1953.

After that we were out of the woods as far as low water of the Chain of Rocks ledge was concerned, and 9-foot navigation was going to be available all the time. Then when low water came we found there was not enough water to get over the low still at the Alton lock. This become increasingly important every year, as traffic is growing by leaps and bounds. It is growing more in this section of the river, I think, than any other section of the Mississippi River system today. When we do have low water a barge cannot be loaded to full depth or, if they are, they have to be lightered and taken through and reloaded again, but the loss to the carriers and shippers they are serving is getting more and more all the time.

Meanwhile the regulation of the Missouri River is going on, and in the last few years the dams have been completed in the Dakotas right down to the Nebraska line, so that the flow of the Missouri is now 100 percent controlled as far as the vast majority of the runoff is concerned. During the summer months an amount of water is let out of these dams in the Dakotas to assure an amount of water in the river. In the wintertime it is cut down by two-thirds and water coming down the Missouri is only enough to insure the domestic water supply in the Missouri Valley, with the result that the low water in this area and at the junction of the Missouri and Mississippi is getting worse every winter as soon as the water is shut off in the Missouri Valley. Last winter, beginning as soon as the water was shut off in the Missouri Valley, we had 100 consecutive days when it was less than 9 feet over the sill at the Alton lock. We have every reason to believe we will be confronted with at least that bad a situation every winter till some action is taken to correct it. The greater the increase there is in the tonnage moving, the greater will be the losses to the shippers and carriers by a continuation of this situation.

That is the whole story, gentlemen.

Mr. DAVIS. What will correct that situation, Captain?

Captain INGERSOLL. I understand the Army engineers are going to recommend the construction of a dam across the Mississippi River at the Chain of Rocks which will be abreast of this bypass canal. It will not be the conventional type of dam that is built where there is a lock with adjustable gates and a large and expensive structure, but a

breakwater across the bed of the river which will in effect raise the rock ledge high enough to back up the water to provide 9 feet of water over the low sill, which is in effect a sill under the water.

Mr. DAVIS. It would be under water?

Captain INGERSOLL. That is right.

Mr. DAVIS. It will not show and come up to the water level, will it?

Captain INGERSOLL. That is right.

Mr. DAVIS. It will be down below with the purpose of raising the level of the water?

Captain INGERSOLL. Yes.

Mr. DAVIS. I see. I was not clear about that.

Mr. GRAY. I would like to compliment the captain for his statement. Last summer I made the inspection trip of the low water on the steamer *Mississippi* with the Corps of Engineers. I know the situation does exist and as one member of this committee I can assure you I will be glad to do all I can, because I know the situation exists and something needs to be done about it.

I want to commend the captain for his statement.

Captain INGERSOLL. Thank you.

Mr. BLATNIK. Are there any further witnesses?

Admiral GOODALL. Mr. Burton.

STATEMENT OF L. K. BURTON, VICE PRESIDENT, CANAL BARGE CO., INC., NEW ORLEANS, LA.

Mr. BURTON. Mr. Chairman, I appreciate the opportunity to appear before your committee.

My name is L. K. Burton. I am vice president of the Canal Barge Co., Inc., of New Orleans. Canal Barge Co. is only one of many small independent barge operators who in the past year suffered substantial losses because of the low water conditions at the Alton lock. We are principally engaged in moving heating oils and residual fuels from Texas and the New Orleans area to Chicago. During the past winter there were approximately 123 days where we had to carry the cargo from Texas to Chicago at 20 percent below the normal capacity because of the low water conditions at the Alton lock.

I do not think there is anything else I can add other than what Mr. Ingersoll and Mr. Goodall have already reported. But I would just like to say our company as well as many, many other companies has really suffered substantial losses, because of the low water conditions at Alton.

Thank you.

Mr. BLATNIK. Thank you very much, Mr. Burton.

Mr. Charles Baertl, assistant vice president of the Continental Grain Co., of St. Louis, Mo.

STATEMENT OF CHARLES BAERTL, ASSISTANT VICE PRESIDENT OF THE CONTINENTAL GRAIN CO., ST. LOUIS, MO.

Mr. BAERTL. Mr. Chairman, my name is Charles Baertl, assistant vice president of the Continental Grain Co. at St. Louis, Mo.

Mr. Chairman, you have heard the able testimony of Captain Ingersoll and I would like to present with your permission a statement with

the views of a grain operator who operates elevators along the Illinois River.

The Continental Grain Co., grain merchants and operators of terminal elevators, own and operate a chain of grain elevators located on the Illinois River. These elevators depend on the use of barge transportation to move their accumulated stocks to St. Louis and southern destinations on the rivers. For the past several years, due to the increasing use of river transportation, barges have been at a premium and it has been necessary to make use of all available space. Since each of these elevators has a comparatively small amount of storage space it is vital to have more or less continuous supply of barges in order to avoid shutting down the elevators. During the fall and winter of 1955–56, the situation at the lower sill of Alton locks made it necessary to reduce the draft on barges from the customary 8 to 8½ feet to as little as 6 to 6½ feet. This resulted in loading barges which normally carry 1,350 tons, with only about 850 tons. Obviously this caused us to need 3 barges to move the same amount of grain which we usually moved in only 2.

This, in conjunction with the fact that most of the barge lines found it necessary to keep empty barges in the vicinity of Alton to lighten heavier laden barges, in order to pass over the lower sill at Alton locks, handicapped our program during this period at our Illinois River elevators to the extent of close to 10,000 tons of lost barge space in available barges, and an unestimable loss of barge space due to the shortage of barges caused by the Alton sill situation. As a result our elevators became congested and were forced to close down for periods as long as 2 to 3 weeks at a time. Grain which would normally have been taken in during these periods was forced to seek more expensive forms of transportation to market, with a resulting increase in cost and lower price to the farmer.

In order to satisfy export and domestic commitments which were made with a view to full utilization of our Illinois River facilities, it was necessary that we load from other points below the Alton locks. This caused a great deal of congestion and the expense of much overtime. In addition it was necessary, in some cases, to shift export commitments from the gulf to the east coast, which completely deprived the Mississippi Valley of participating in the movement. The loss in dollars and cents to Continental Grain Co. is difficult to estimate, but our inability to operate our Illinois River elevators for long periods resulted in losses well in tens of thousands of dollars.

In addition to the Illinois River operation, we plan to ship large quantities of barge grain from our Minneapolis elevator, where the harvesting season is later, and these barges also must be loaded to a lighter draft since they arrive at Alton during the period of reduced drafts. Last season it was extremely difficult to plan on a passable draft far enough in advance so that we could make a maximum use of available barge space, and as a result several barges were held above Alton for long periods awaiting a slight raise in the water level. This was extremely dangerous since there is always a possibility of the grain going out of condition, and also costly since each barge is scheduled for certain ship sailings at the gulf when destined for export.

Since it is apparent that the St. Louis district Corps of Engineers, has issued a favorable report on the construction of a low water dam across the Mississippi River in the vicinity of Chain-of-Rocks Bridge,

we sincerely urge that everything possible be done to pass enabling legislation and to obtain the necessary appropriations to begin this work at once. Further seasons of reduced drafts at Alton will seriously hinder our situation on the Illinois River and constitute a deterrent to further construction of new grain loading facilities along this run.

I would like to summarize and emphasize some of the points I have made.

The elevators along the Illinois River represent an investment of millions of dollars. They are constructed with the idea that we must have a continuous movement based on the proposition that we have a 9-foot channel. That is one of the reasons why these elevators can operate so cheaply as they have. There is the principle of a continuous movement. This low-cost barge transportation is partly reflected and sometimes wholly reflected in the price paid to the farmer. You will find the price level along the rivers in a radius of 50 to 70 miles on either side of the Illinois River, and also on each side of the Missouri River, 3 to 5 cents a bushel higher than the prevailing price farther into the interior.

The farmer today has taken advantage of scientific developments and mechanical means of harvesting. It used to be that the farmer would harvest his grain and it took him 2 or 3 months to harvest his grain. Today he can do it in a couple of days. Generally this coincides with the low-water period in the river, and that is why he is hurt, and that is why we are urging the passage of this legislation.

Thank you.

Mr. BLATNIK. Thank you.

I want to ask permission of the committee to include the testimony on H. R. 11048 together with the report made by the Corps of Engineers.

PORT LAVACA, TEX., AND PASS CAVALLO-PORT LAVACA, TEX.

Mr. BLATNIK. We next have the Pass Cavallo-Port Lavaca, Tex., project, House Document 131 of the 84th Congress, and Port Lavaca, Tex., project, House Document 388 of the 84th Congress.

First of all, may we express to Mr. Thompson and his witnesses our appreciation for their staying with us during this delay. We certainly appreciate your consideration and patience.

Mr. THOMPSON. We appreciate your consideration. The presentation, as I understand it, will be made by the Corps of Engineers and after that, with the permission of the chair, I will introduce such witnesses as we have.

Mr. BLATNIK. That is correct.

Colonel Allen, you may proceed.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. There are two reports, Mr. Chairman, which I will present together, because they all relate to the general area.

The area considered in these reports is the Matagorda Bay area, which is 115 miles southwest of Galveston, Tex., and 75 miles northeast of Corpus Christi, Tex.

This is Matagorda Bay, and proceeding east and west this is the mouth of the Colorado River. This is Greens Bayou and this is Pass Cavallo and this is Port Lavaca, with the Gulf of Mexico in here. This is Point Comfort.

These reports are made in response to resolutions of the Senate Public Works Committee of September 16, 1948, and the House Public Works Committee with two resolutions, 1 on September 16, 1940, and 1 on December 14, 1950. These resolutions directed the Chief of Engineers to investigate, one, the desirability of improving the 9-foot channel from Port Lavaca to Pass Cavallo to 12 feet to coincide with the Gulf Intracoastal Waterway, which is shown in black, with a width of 125 feet and a depth of 12 feet.

It also directed the Chief of Engineers to investigate the possibility of providing a reliable outlet to the Gulf of Mexico. The only outlets to the Gulf of Mexico from this area are the Colorado River outlet, a natural outlet at Greens Bayou and a natural outlet at Pass Cavallo.

There is no Federal improvement for the reliable outlet in the Matagorda Bay area.

There are existing depths in Pass Cavallo proper on the order of 30 feet, but there is a serious shoal situation existing just at the mouth of Pass Cavallo by reason of the movement of the sand from the east area down in here with tidal currents taking it in and in turn taking it out, and some of it moving on to the west.

The outlet at Greens Bayou is also unreliable, with controlling depths of 2 to 3 feet.

The existing project is 9-foot channel from Port Lavaca to deep water in Matagorda Bay. This is shown by the thin black line which is a 9-foot by 100-foot channel into Matagorda Bay and thence to deep water in that bay.

There is no authorization for any improvement out to Pass Cavallo. That authorization of the existing project also provides for a side channel to Port Lavaca, with a harbor of refuge and a 6-foot channel across Lavaca Bay up the Lavaca River to Red Bluff. The 6-foot channel has not been constructed, nor has the side channel to Port Lavaca. The local interests have constructed a 9- by 100-foot barge channel from the existing 9-foot channel to a plant of the Aluminum Company of America at Point Comfort.

The first report of the Chief of Engineers deals only with the desirability of improving the channel from Port Lavaca to the Gulf Intracoastal Waterway to provide a 12- by 125-foot project. The Chief of Engineers has made his recommendation that the channel from Port Lavaca be improved to a depth of 12 feet and a width of 125 feet to coincide with the Gulf Intracoastal Waterway depth. That channel project would cost $412,600, with no cost to local interests. It has a benefit-cost ratio of 1.5.

I would like to point out that the existing 9-foot channel carried in the last several years on the order of 300,000 tons of commerce. About 80 percent of that is in petroleum and the balance is in sea foods, oil well supplies and machinery.

That first report was submitted to the State of Texas and the Bureau of the Budget and no adverse comments were received on it.

In response to the second resolution, the Chief of Engineers was directed to investigate the desirability of a reliable outlet to the gulf.

As I mentioned before, there is no reliable outlet either through Pass Cavallo or at Greens Bayou, with the result that the vessels in bad weather and when shoal conditions at the mouth of Pass Cavallo are serious, have to proceed either up the Intracoastal Waterway to the east or down the Intracoastal Waterway to the west.

It was the job assigned to the Chief of Engineers to investigate whether or not a reliable outlet could be provided. During the course of this investigation several solutions suggested themselves: The possibility of providing a reliable outlet to coincide with the outlet of the Colorado River; the possibility of providing a channel through Greens Bayou or a new channel to be constructed in Matagorda Inlet, or the improvement of the existing Pass Cavallo. The engineering and economics of all these possibilities were discussed and investigated. The cost of the various proposals was determined and the benefits which would be derived by any of the projects were determined.

The Chief of Engineers found that he could justify and recommend to the Congress a 16-foot entrance channel and a 12-foot interior channel entirely on the basis of improvement to navigation and reduction in cost of handling the seafood, and reduction in cost of transiting the petroleum and oil well supplies to the offshore area. The benefit-cost ratio of this improvement was 2.1.

However, as this study was nearing completion—and I might say that the cost of this project was $2,670,000—local interests manifested a desire for a deep draft channel into Matagorda Bay. As mentioned before, there is no reliable channel, shallow or deep draft, into the bay. Local interests presented a requirement for the Aluminum Company of America of over 1 million tons of bauxite which would move into their Point Comfort plant if a reliable deep-draft channel were provided. This is new commerce and not that which would be diverted from another point. It is new commerce coming into the United States and not duplicated in any other commercial statistics.

This tonnage was estimated initially at slightly in excess of 1 million tons annually, and it would increase on the estimates of local interests to over 2 million tons by 1965.

As a result of this further study, the Chief of Engineers found that a feasible and economically justified project could be recommended to the Congress which would provide a 38-foot entrance channel over the bar at Pass Cavallo, and a 36-foot interior channel up to the turning basin at Point Comfort.

Mr. DONDERO. Are you referring to depth when you say 36 to 38 feet?

Colonel ALLEN. Thirty-eight feet across the bar and 36 feet inside.

Mr. DONDERO. In depth?

Colonel ALLEN. Yes, sir.

Mr. DONDERO. You must anticipate the coming of tremendously large vessels.

Colonel ALLEN. Yes, sir. That is the standard. We have a project at Mobile, for example, of 40 feet which we are improving at the present time to something less than that, but an acceptable standard for the gulf area, is 36 feet interior, with 38 feet, or 2 feet additional, at the entrance.

Mr. DONDERO. Will those be oil tankers?

Colonel ALLEN. No, sir. Ore carriers carrying bauxite ore to the aluminum plant at Point Comfort.

Mr. DONDERO. What is the depth now?

Colonel ALLEN. Only 9 feet, inside. It is just a barge channel, 3 feet shallower than the Gulf Intercoastal Waterway.

The cost of this project, which involves the dredging and construction of jetties at the entrance of Pass Cavallo to provide a safe and reliable entrance at the mouth of Pass Cavallo, is $17,407,000, or $14,737,000 more than the recommended 12-foot shallow-draft channel. The benefit-cost ratio of this project is 1.4.

It was recognized in the preparation of this report that it is initially and primarily for the benefit of one user, the Aluminum Company of America. At the outset they will be the primary user of this deep-draft channel. The Chief of Engineers accordingly recommended that in the assessment of costs for this project the cost between the recommended shallow-draft and the recommended deep-draft channel be equally borne between the United States and local interests, based on the fact that initially the only user would be the Aluminum Company of America. This would put the cost to local interests, which is at 50 percent of the incremental difference between the 12-foot channel and the 36-foot channel, at $7,463,000.

Mr. DONDERO. I notice one word in this report which is rather new, at least to me. That is the word incremental. What do you mean by that?

Colonel ALLEN. That is the increment of cost, Mr. Dondero, between the 12-foot channel which the Chief of Engineers recommends and the 38-foot channel. That incremental cost is on the order of $14 million, to improve the channel from its recommended depth of 12 feet to its additional recommended depth of 36 feet.

That cost, which the Chief of Engineers is recommending, is being borne equally by the United States and local interests.

Mr. DONDERO. Then what the word means is the difference in cost in the depth of the existing channel and the channel that you propose?

Colonel ALLEN. Yes, sir. The depth of the recommended 12-foot channel and the 38-foot depth which we are proposing as a result of this additional use. To summarize these two reports, the Chief of Engineers is recommending that the channel from Port Lavaca to Pass Cavallo be improved to a depth of 12 feet and, in addition, that the entrance channel and the jetties be constructed to provide a depth of 38 feet over the bar and a 36-foot interior channel to Point Comfort, with the requirement that in addition to local interests providing the usual lands, easements, and rights-of-way and hold and save provision and lowering of utilities, that local interests bear 50 percent of the cost of the additional required for the deep-draft channel.

Mr. DONDERO. Colonel, I could not help but suggest to the chairman of the committee the modesty of we people up in the Great Lakes. We are satified with 27 feet for our commerce, in the St. Lawrence seaway, and we are told that that will take care of 73 percent of the shipping of the world. But, of course, Texas needs large things down there.

Colonel ALLEN. Well, sir, a supertanker which is coming into use with respect to the hauling of petroleum cargoes, draws in excess of 33 feet at rest in salt water. Underway, it would draw considerably

more than that. That is the large petroleum carrier coming into use. The T–2 tanker draws 30 feet, and that is on the way out. Ore carriers are being built to draw 36 feet and 38 feet. That is the ocean-going ore carriers. I am not speaking of the bulk carriers on the Lakes.

Mr. ROGERS. Do I understand that you are recommending 2 projects here, or just 1?

Colonel ALLEN. Two, sir. We are recommending two projects. One is the improvement to 12 feet, which in part would be overtaken by the 38-foot project and the costs are not duplicated. That is the reason why I presented the two together. But there is the improvement of the shallow draft channel to this point and then the improvement of the other channel, and where it overlaps, to the 36-foot depth and this in here only to the recommended 12-foot depth.

Mr. ROGERS. Actually you are recommending a 12-foot channel at the heavy line, and what is it? 36 feet?

Colonel ALLEN. 36 and 38.

Mr. ROGERS. So there is really 12 feet, and 36 feet, and 38 feet that you are recommending?

Colonel ALLEN. Yes, sir.

Mr. ROGERS. So you do not have any overlapping there.

Colonel ALLEN. If we did not have the second report for the deep draft, this much would be overlapping from 9 to 12.

Mr. ROGERS. But you are recommending the deepening to 36 feet?

Colonel ALLEN. Yes.

Mr. ROGERS. So there is no overlapping?

Colonel ALLEN. And the retention in the first recommendation of 12 feet to the 2 side channels.

Mr. ROGERS. Then you are taking the difference between the overlap which you recommended rather than the present depth of the channel?

Colonel ALLEN. Yes, sir.

Mr. ROGERS. You are taking the 12-foot depth you recommended and taking the difference in the contribution?

Colonel ALLEN. We are taking the difference between the cost of the project to provide a 12-foot outlet to the gulf which would have been reported to this committee had the new need not developed, and the cost of the deep-draft project and stating that the costs of that be borne equally between the local interests and the United States.

Mrs. BLITCH. Where you have the deep line on the 12-foot channel, it ends there?

Colonel ALLEN. The existing project is 9 feet from Port Lavaca to deep water in Matagorda Bay. That is the extent of the existing project.

The first recommendation would improve that from 9 feet to 12 feet, and it would stop at approximately this point without any further consideration with respect to an outlet to the gulf.

Mrs. BLITCH. Now you are recommending over that, 36 feet?

Colonel ALLEN. Yes, ma'am. 38 feet across the bar and 36 feet as shown in green to the Point Comfort plant of the Aluminum Company of America.

Mr. BLITCH. At Point Comfort?

Colonel ALLEN. Yes, sir.

Mr. ROGERS. You say you anticipate just the Alcoa ships using it for a while, but in the future there might be others. What do they anticipate?

Colonel ALLEN. It is hard to predict. There have been some other interests, but there are none of those speculative tonnages, as we call them, that have been considered in arriving at the benefit of this project. Only the bauxite tonnage was considered.

If this port follows the pattern of others, there will be other industry attracted to it by reason of the provision of the deepwater facilities.

Mr. ROGERS. Is the deepwater port just for Alcoa, or can other interests use it?

Colonel ALLEN. It will go only to the Alcoa port at the present time.

Mrs. BLITCH. You mean you can justify that as a one-industry port?

Colonel ALLEN. That is the reason for recommending the 50-percent contribution. There is a precedent for that. This committee in 1954 recommended several projects where it was essentially a one-user project and it recognized there was a Federal interest, but not to the full 100 percent. That is the reason for our recommending equal sharing of this additional cost.

Mrs. BLITCH. That is very interesting. Thank you.

Mr. DONDERO. There is one question I would like to ask. What is the ratio of costs to benefits?

Colonel ALLEN. The ratio of benefits to costs for the deep-draft project is 1.4 to 1.

Mr. BLATNIK. If there are no further questions, thank you, Colonel Allen.

Mr. Thompson.

STATEMENT OF HON. CLARK W. THOMPSON, A MEMBER OF CONGRESS FROM THE STATE OF TEXAS

Mr. THOMPSON. Mr. Chairman, the presentation by Colonel Allen tells the story adequately, I think. I would like, however, to introduce as a witness Judge Howard Hartzog of Calhoun County, who will explain briefly the manner and nature of the local financing.

STATEMENT OF JUDGE HOWARD HARTZOG, CALHOUN COUNTY, TEX.

Mr. HARTZOG. Mr. Chairman and members of the committee, my name is Howard Hartzog. I am county judge of Calhoun County, and associate counsel for the navigation districts that participate. I certainly want to thank you for permitting us to be here this morning.

As Mr. Thompson said, the able presentation of Colonel Allen makes it unnecessary for us to go further into it, but I do want to say and give you the assurance of Calhoun County that our part of the contribution is on hand or will be on hand within 30 days after the passage of the enabling legislation. It will be handled by revenue bond issues so we are ready to sign those bonds as soon as we hear favorably on the project.

In behalf of Calhoun County we are now constructing the first section of a 200-foot right-of-way to the public docks. That will not only be Aluminum Company of America docks, but they will be public docks, with other warehouses and facilities which will be provided by the navigation district. Of course, there was not included within our report the speculative tonnage that was talked about, but we do have firm commitments for cotton compressors, grain elevators, and we are in an area of great oil activity and production, and certainly we will anticipate this great development coming at the mouth of the pass. That is all under lease from both the Federal Government and the State. They are building there now. So we will have a lot more than a single source of tonnage once we get the channel authorized.

Unless there are questions, I thank you.

Mr. DONDERO. Judge, you understand it is pretty difficult for members of this committee to overcome the argument presented by the Army engineers, and I am sure you realize how much more difficult it is when a project of this kind is sponsored by a splendid and fine American like Mr. Thompson.

Mr. HARTZOG. We certainly do, and we will see he is back here.

Mr. THOMPSON. Mr. Chairman, if I may, there are 1 or 2 points that may not be clear to you. At Point Comfort there is already a $65 million aluminum plant. They have been getting their bauxite through the port of Mobile and it is now shipped by rail. Now they have an altogether new supply of bauxite down in the West Indies. It is to handle that bauxite that we propose the channel. They are already about to start construction on the bauxite plant which turns the bauxite into alumina. It will then go right into the aluminum plant and be prepared for its final processing elsewhere.

I think it was made clear that this is not to be a private dock, but it is to be a public facility open to anyone who wants to use it.

I could take up a lot of your time, but I shall not do so, but will merely indicate to you that in the area represented by the circle on the map there is a tremendous development of oil, general cargo, ranching and all manner of users of the channel. The city of Victoria is only 20 miles away, just off the map. So we anticipate instead of being a one-user port you will have a general cargo port there, within a very short time.

Mr. Chairman, I do not want to take up the time of the committee any further because I believe it is well presented, but I do want to introduce some other witnesses who have come from Texas and who will be glad to give their testimony if you want them.

One is Ben Sloane, the operations manager of the Point Comfort plant of the Aluminum Company of America, who can answer any technical questions you may have.

Then there are the two commissioners from the districts involved on either side of the bay, Mr. Frank Wedig of precinct No. 1, and Mr. Ernest Radtke of No. 3.

The financing and the local handling comes through the navigation district, the head of which is Dr. R. J. Roemer, who is the chairman, and we also have here their secretary, Judge Alton White. They are both present.

Mr. Charles Luther is here, representing the Texas Mid-Coast Water Development Association, which is a group representing the counties bordering on the Matagorda Bay or its tributary region.

We also have Mr. Robert Leonard of the local office of Alcoa, and Mr. Sam Oglesby. They are at your disposal, Mr. Chairman. If you do not wish to interrogate them I would like to ask permission that they may file such statements as they have in mind.

Mr. BLATNIK. Without objection, it is so ordered that any statements and further testimony will be made a part of the record at this point.

Mr. Thompson, is your navigation district an authority created by the State?

Mr. THOMPSON. By the county. The Calhoun County Navigation District.

Let me ask the county judge to give you the technical information.

Mr. HARTZOG. That is a State agency created by the legislature of the State of Texas for this purpose.

Mr. BLATNIK. What is the source of the revenue?

Mr. HARTZOG. Our wharves and dockage charges.

Mr. BLATNIK. Is there any original grant by the States?

Mr. HARTZOG. No original grant. No, sir.

Mr. BLATNIK. Is the large aluminum plant there, the Aluminum Company of America, making any contribution? How do they participate in the funds raised by this program?

Mr. HARTZOG. They pay us for tonnage use of our facilities so much per year, which is sufficient to retire our bonds.

Mr. BLATNIK. Are there any further questions?

Mr. ROGERS. I just would like to join in the remarks of Congressman Dondero to state that Congressman Clark Thompson is so highly regarded by this committee as well as by other Members of Congress that we will certainly view any project he endorses with kindly consideration. I am sure of that.

Mr. THOMPSON. Thank you very much, Paul.

There is only one more thing and then we will leave it with you. Colonel Allen mentioned 1.4 as the benefit-cost ratio. I invite your attention to the fact that that is figured on the gross cost, which will be about cut in two by local participation. That will raise your benefit-cost ratio to something over 2, which will make it a far more attractive project to this committee.

I thank you all very much for your courtesy and attention.

Mr. BLATNIK. Mr. Thompson, we thank you for your very fine presentation and your very impressive delegation which you have here with you. Thank you very much.

If there are no further questions and no further witnesses, the committee is adjourned until 10 a. m., tomorrow morning.

(Whereupon, at 12:30 p. m. the subcommittee adjourned until 10 a. m. of the following day, Friday, May 25, 1956.)

RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

FRIDAY, MAY 25, 1956

HOUSE OF REPRESENTATIVES,
COMMITTEE ON PUBLIC WORKS,
SUBCOMMITTEE ON RIVERS AND HARBORS,
Washington, D. C.

The committee met at 10 a. m., Hon. John A. Blatnik (subcommittee chairman) presiding.

Mr. BLATNIK. The Subcommittee on Rivers and Harbors will come to order. We will continue hearings on projects which are being considered for inclusion in the pending rivers and harbors and flood control bill.

IRONDEQUOIT BAY, N. Y.

The first project on the schedule this morning is the Irondequoit Bay, N. Y., project, House Document 332 of the 84th Congress.

Our first witness is Mr. Joseph Brennan, Corps of Engineers.

STATEMENT OF JOSEPH R. BRENNAN, CORPS OF ENGINEERS—Resumed

Mr. BRENNAN. Mr. Chairman and members of the committee, this project is a navigation improvement for Irondequoit Bay, in New York State. It is shown on this chart in three different dimensions.

On the upper right is the vicinity map which shows the bay with respect to the overall Great Lakes and the State of New York.

In the upper left is a larger scale drawing showing the bay in more detail, and the main map at the bottom shows the improvement under consideration.

The report was authorized by the River and Harbor Act of July 24, 1946, and it was submitted to the Congress on February 3, 1956. It will be printed as House Document No. 322, 84th Congress.

Irondequoit Bay is located about 4 miles east of Rochester, N. Y., about midway between the extremities of Lake Ontario on its southern shore, as shown in the upper right-hand map.

Coming now to the upper left-hand map, the bay is shown as a long, narrow indentation in the south shore of Lake Ontario. This upper left-hand map is oriented looking from Lake Ontario southward toward the bay. The bay averages about one-half mile in width and varies in dimensions from ¼ to 1¼ miles. It is 4 miles long. It is separated from Lake Ontario by a narrow sand strip from 200 to 600 feet wide and about 6,000 feet long.

The present entrance to the bay is located at the northwest end and is very shallow and not navigable for most craft.

The nearest city is Rochester, N. Y., which had a population of 332,000 in 1950.

The county is Monroe County, which has a total population of 488,000, also based on the 1950 census.

The principal occupations in the area are of an industrial nature, manufacturing, and farming.

Rochester is noted for the production of photographic equipment, optical goods, precision instruments, clothing, and automobile parts.

The large population in the tributary area has given rise to a desire and need for boating pursuits. There is a harbor located at the mouth of the Genesse River, which is not shown on this map, but is located about 4 miles to the west of Irondequoit Bay. That harbor, however, is relatively small and has become in recent years greatly congested. Local people, therefore, have been using Irondequoit Bay and have developed it very extensively as a boating area.

There are now about 1,000 pleasure craft based in the bay.

Difficulty arises from the fact there is no outlet navigable by craft from the bay to Lake Ontario. The existing outlet which I mentioned at the northwest end of the sandspit is only about 50 feet wide and has a depth which varies from a few inches to 3 or 4 feet, depending upon the shift of the sands and the scouring of the water.

Local people have requested consideration of navigation improvements which would consist in general of an outlet to the lake, protected by suitable jetties and an inside channel, together with a mooring area and suitable access.

The district engineer has considered various possibilities of improvement and has arrived at a plan shown on this large-scale map in the center of the chart. This plan would consist of the cutting of a new outlet at the east end of the sandspit, the construction or the excavation of a channel 6 feet deep and 100 feet wide from that point along the central part of the bay for a distance of 1½ miles. There would be a public mooring facility about the center of the channel, with a public dock and suitable access roads.

The entrance channel would be 8 feet deep and 100 feet wide and would be protected by 2 jetties, 1 on each side, the jetties being about 480 feet long.

Involved in this improvement is the construction of two new bridges. At the present time there are two bridges over the existing outlet at the west end of the sandspit, a railroad bridge and a highway bridge. These bridges would be removed. The existing outlet would be filled and the new outlet constructed at the east end of the sandspit which would be bridged by a movable railroad bridge and a fixed-level highway bridge.

The total cost of the improvement is estimated on present-day prices at $3,848,400. The annual charges are $149,000 and the annual benefits $358,600, giving a benefit-to-cost ratio of 2.41 to 1.

The report was submitted to the Department of the Interior for its possible effect upon fish and wildlife and to the State of New York and to the Bureau of the Budget. The Department of the Interior reports that there would be no adverse effects from the improvements and probably some beneficial effects.

The State of New York has indicated that it is willing to pay for the navigation portion of the new highway bridge, the high-level, fixed-span bridge.

The Bureau of the Budget in commenting on the report has not agreed in the matter of the division of Federal and local costs. These costs have been divided between local interests and the Federal Government on the basis of the usual small boat formula, which requires that that portion of the project which is attributable to recreational values shall be borne 50 percent by the Federal Government and 50 percent by local interests. That distribution in terms of dollars is $1,937,800 for the Federal cost and $1,910,600 for the local costs. The local cost includes construction of the highway bridge, the furnishing of land, access roads, the public dock, the work involved in closing out the existing outlet, and a cash contribution estimated at present-day prices to be $418,300. That cash contribution in the report is expressed as a percent of the construction cost of the dredging and jetties, that percent being 42.

The Bureau of the Budget's comment on the matter of distribution of cost involved the definition of the navigation project to which the small boat formula is applied. The Bureau of the Budget feels that distribution of 50–50, to which they agree, should be applied to what they consider to be the general navigation features, which are the jetties, the dredging, and the bridges, and it should not include the public dock, the access roads, and the other work.

The application of the Bureau of the Budget's formula would result in an additional cost to local interests which would be approximately $100,000 based on present-day prices.

The full statement of the Bureau of the Budget with respect to that point, Mr. Chairman, I should read, I think, for purposes of clarity.

Mr. DONDERO. I notice that the benefit-to-cost ratio is just over the line by the merest fraction.

Mr. BRENNAN. I am sorry. Perhaps I was not clear. The ratio is actually 2.4, so it is considerably over the line, sir. The sheet that has been handed to you may be misleading. The 2.41 is actually the ratio of benefits to costs based on the second column of that sheet, which are revised current prices. The first column shows the prices given in the report so the 2.40 in the first-column of figures is the benefit-to-cost ratio given in the report based on prices as of that time. The 2.41 in the last column is the ratio based on current prices, which indicates a slight change between the report and the current conditions.

Mr. DONDERO. This is about a 50–50 project.

Mr. BRENNAN. Yes, sir.

Mr. DONDERO. Fifty percent Federal and 50 percent local?

Mr. BRENNAN. That is correct.

Mr. AUCHINCLOSS. There is no commercial benefit involved here at all, is there?

Mr. BRENNAN. No; no commercial benefit, and local interests do not desire any navigation improvements for commercial purposes. It is entirely a pleasure boat harbor.

Mr. MACK. The cost-benefit ratio is extremely high, much higher than most of the projects that come before the committee.

Mr. BRENNAN. Yes, sir. We would consider it to be a very favorable benefit-cost ratio in that it would return $2.41 for every $1 of investment.

Mr. MACK. And the local contribution, being almost on a 50–50 basis, is extremely high also.

Mr. BRENNAN. Yes, sir. The local contribution is nearly $2 million out of a total cost of $4 million, nearly.

In its letter of comment, Mr. Chairman, dated June 22, 1955, the Bureau of the Budget says:

> The division engineer expresses the view that the estimates of the anticipated increase in the number of boats are optimistic. It is noted that more than two-thirds of the new boats assumed to be attracted to the new facilities would have outboard motors. Notwithstanding the apparent economic justification for this recreational boat harbor, we also believe that in view of the large investment of Federal funds required, there is some question as to the extent of the Federal Government's financial responsibilities in projects of this general type. In any event, we believe that in accordance to the policy stated in our letter of April 28, 1954, commenting upon the report of the proposed project at Playa del Rey, Calif., that the Federal share of the costs of recreational harbors should be limited to not more than 50 percent of the first cost of providing the general navigation facilities. This policy was adopted by the Congress in authorizing the Playa del Rey project in the River and Harbor Act of 1954.

Going on, the Budget letter is as follows:

> Accordingly, I am authorized by the Director of the Bureau of the Budget to advise you that, while there would be no objections to the submission of the report to the Congress, authorization of the improvement recommended would be in accord with the program of the President only if the Federal participation in the project is limited to 50 percent of the cost of the general navigation facilities.

Mr. DONDERO. May I inquire whether or not the Congressman in whose district this might be located is in favor of this?

Mr. BRENNAN. The Congressman is in favor of it.

Mr. KEATING. Very much so.

Mr. BRENNAN. In answer to the Bureau of the Budget's comment, which involves a matter of general policy extending far beyond the confines of Irondequoit Bay, the Secretary of the Army wrote on February 3, 1956, to the Speaker of the House, a letter transmitting this report, and I would like to quote for precision a paragraph of that letter in which he referred to the Bureau of the Budget's comment:

> The Bureau of the Budget, in its letter dated June 22, 1955, states that, although there is no objection to the submission of the report to the Congress, authorization of the improvement recommended would be in accord with the program of the President only if the Federal participation in the project is limited to 50 percent of the cost of the general navigation facilities. The recommendation of the Chief of Engineers is likewise based upon a 50-percent distribution of cost, but applied to a somewhat broader concept of what constitutes the general navigation features of the project than that used by the Bureau of the Budget.
>
> The total navigation project cost is $3,498,500, including $5,000 for navigation aids. Under the recommendation of the Chief of Engineers, the total Federal cost would be $1,761,600, and the total local cost, $1,736,000. Included in the local cost would be a cash contribution of $380,300, which is expressed as 42 percent of the cost of the jetties and dredging. The Bureau of the Budget's allocation would be $1,671,000 Federal and $1,827,500 local. The local contribution in this case would include a cash contribution of $470,900, which is 52 percent of the cost of the jetties and dredging.

I would like to point out that the figures in the Secretary of the Army's letter are figures which were in the report, figures I have given you in testifying are revised figures brought up to date based upon current prices.

Mr. DONDERO. Does this project extend into Oswego Bay or near there?

Mr. BRENNAN. It comes out just to the east of Rochester, which is at the mouth of the Genesee River.

Mr. DONDERO. The reason that I asked the question is because of Mr. Auchincloss' question as to whether there was any commercial shipping involved. Your answer was "No." I remember many years ago a Member of Congress, I believe that his name was Judge Cullen, appeared before the old Rivers and Harbors Committee and convinced the committee then, maybe 20 years ago, that recreational craft burned gasoline and that gasoline has a Federal tax on it, and therefore they were entitled to consideration.

Mr. BRENNAN. Mr. Dondero, on that point I would like to refer to the basic reason for the Federal Government's being in the recreational boat business.

Yesterday there was testimony given by Colonel Allen on a recreational boat harbor at Alton on the Mississippi River. Some members questioned the basic reasoning behind the Federal Government being in this kind of an activity. In 1932 the Congress passed a law, Public Law 16 of the 72d Congress, which stated:

> As used in this section, the term "commerce" shall include the use of waterways by seasonal passenger craft, yachts, houseboats, fishing boats, motorboats, and other similar watercraft whether or not operated for hire.

That law, Mr. Chairman, is known as the Fletcher Act, and was the beginning of Federal participation in activities concerning the development of navigational facilities for recreational craft.

Mr. AUCHINCLOSS. I would like to say that my question about commercial benefits was not at all directed at criticism. I am very much in favor of recognizing recreational boating. I have a great deal of it in my district. But this is one of the few projects that I have seen where it is based practically entirely on recreational benefits and not any commercial benefits at all.

Mr. DONDERO. I am also in favor of it, although I am not able to participate in it.

Mr. BLATNIK. This is about as large a purely recreational type of harbor and project as I can recall. It is over $4 million. Can you cite any recent projects of this order?

Mr. BRENNAN. Yes, sir.

Mr. BLATNIK. How do they compare in magnitude?

Mr. BRENNAN. In the 1954 omnibus river and harbor bill there were four projects which were entirely for recreational craft. Of these 4, there was one outstandingly large project at Playa del Rey, Calif., which, speaking from memory, had a total cost of $25 million, of which the Federal participation was $3 million. There were 3 other projects, the Crooked and Indian Rivers in Michigan, 1 at Chester, Ill., on the Mississippi River, and 1 at Niagara Falls, all of which were relatively small projects in the region up to several hundred thousand dollars.

Mr. BLATNIK. It is not clear how you get such a high benefit-cost ratio on a purely recreational project. In a commercial project you have the increasing carloadings for the boats and so forth, and I see where it is possible to add up the economic savings and advantages under those conditions, but I am not clear how you get such a high ratio here, 2.41 to 1.

Mr. BRENNAN. Mr. Chairman, the total annual benefit is $358,600, of which $345,400 is what we consider as the recreational benefit, prac-

tically the entire benefit. We were faced in the beginning with the necessity of devising a means of determining the value of recreational boating in terms of dollars and cents so that it could be compared with the annual charges, the same as we do on commercial harbors. After a good deal of effort and some time, the best method was found to be an evaluation of the number and kind of boats which are using, or would use, the facility under consideration. These boats then were considered to represent a value to their owners which was based upon a return to the owner in the way of a normal business return on money. The value of the boat was considered as its depreciated value at the midpoint of its life, which would be approximately one-half of its original value. To these values were applied varying interest rates depending on the type of boat, and the total was then summed up to represent the total average annual benefit.

We investigated various other measurements and we found no other procedure which was better.

Mr. HULL. With regard to that $25 million project in California, there was around an 80-percent participation by local interests?

Mr. BRENNAN. Yes, sir, approximately $22 million out of $25 million.

Mr. HULL. I notice here that the authorization of the improvement would be in accord with the President's program only if the Federal participation is limited to 50 percent of cost of general navigation facilities, and that would be 50 percent local and 50 percent Federal; is that correct?

Mr. BRENNAN. Yes, sir. Both the Bureau of the Budget andwe feel alike as to the 50 percent. The difficulty is what you apply the 50 percent to.

In Playa del Rey, the general navigation project was considerably less than $25 million. The $25 million included parking facilities, administration building, all of the things needed to put into operation a very tremendous recreational project. In that case, the general navigation features were considered to be only a part of that, so the Bureau of the Budget's determination of the $3 million in Playa del Rey was based upon their consideration that the total general navigation cost was approximately $6 million. In that case we had considered the minimum navigation project to be approximately $12 million—and I am speaking from memory on these figures, but they are roughly correct—and we recommended that the participation be $6 million.

The same principle applies here. The only difference between the Bureau of the Budget's recommendation and ours is that they would apply the 50 percent to a lesser overall project than we.

Mr. HULL. I have nothing against recreation. I wish that I had time to do more of it myself. It would seem to me that just for recreational purposes alone with no navigation or anything else involved, there would be right much of a Federal participation in the project.

Mr. BRENNAN. Mr. Hull, that is a matter which we have thought about very deeply. I brought it to your attention in this Playa del Rey project where the Chief of Engineer's recommendation was not the usual unqualified statement of finding, but was couched in this kind of terminology—where he said at the end of his report:

The proportion of Federal and non-Federal participation recommended by the Board of Engineers of Rivers and Harbors is considered appropriate if it is

the intent of Congress to provide Federal assistance in the development of recreational boating facilities of the type proposed in this report. Subject to this, I concur in the views and recommendations of the Board.

In other words Mr. Hull, the fact that the degree of Federal participation was not clearly established by law was referred to in this report so the Congress could take whatever action it chose in considering this report, and the three others in the 1954 act, and the Congress in a sense did take that action.

Mr. HULL. I do feel personally that we are going into it rather deeply with the taxpayer's money when we furnish 50 percent for recreation alone.

Mr. ROGERS. Are there any harbor dredges available near this location?

Mr. BRENNAN. The two nearest projects are the ones that I mentioned, at the mouth of the Genesee River, which is 4 miles away, and the other at Great Sodus Bay, which is 29 miles in the other direction.

Mr. ROGERS. It would serve a purpose?

Mr. BRENNAN. It has been so evaluated in the report.

Mr. ROGERS. And there are no fishing vessels there? Would there not be fishing vessels for hire?

Mr. BRENNAN. There is no access to the lake now, so there are no commercial boats in the harbor.

Mr. ROGERS. You can project that, can you not? You must foresee that there would be more than recreation in the use of boats.

Mr. BRENNAN. I was classifying as recreation those boats that would be chartered for sports fishing, and there would be types of that kind involved.

Mr. ROGERS. Actually it is more than just a recreational facility. Sports fishing is pretty much of a business. There is a likelihood that that would be going on if you open up the lake for use.

Mr. BRENNAN. That is correct, sir.

Mr. BLATNIK. Are there any other questions?

Mr. MACK. How do you evaluate a boat chartered out to fishermen? It is listed as a commercial activity if people charter it. Do you evaluate it as recreational or commercial?

Mr. BRENNAN. We evaluate that as recreational rather than commercial.

Mr. ROGERS. I think that is a very good point that you have brought out, Mr. Mack. I think that there ought to be some reconsideration there, and a reevaluation of the business of taking people out for sports fishing. As you say, the people who go fishing are actually doing it for recreation, but the man who runs that boat and puts his money into it, he is paying his dockage fee and his gasoline tax and that is a business to him just as much as any commercial fisherman that goes out. I think that we ought to go into that a bit and get a new determination. Anyone can see that should have a commercial aspect.

Mr. DONDERO. If that is so, it would only be a further argument in favor of the project.

Mr. ROGERS. Perhaps it would. I think it has great justification.

Mr. MACK. I would like to comment on that if I may in this way: Mr. Auchincloss had the members of the committee up in New Jersey. They went up and down the New Jersey coast. There were hundreds of large commercial boats on the ocean with fishing parties aboard.

These boats operated from these ports. They were commercial activities and on a very large scale, the same thing as operating an amusement park. These were recreational activities but also they were commerial activities.

In my own area, on the harbor where I live, on weekends there will be 700 boats out fishing for salmon. Of those boats 50 will be commercial boats carrying 5 to 20 passengers each. These boats operate every day as commercial activities. It is a very large industry, the operation of these commercial fishing boats, and it would seem to me that the engineer should give consideration to the fact these are really commercial activities.

Mr. BRENNAN. Mr. Mack, in one of our earlier methods of computation we based our benefits upon items such as the commercial activities of charter boats and the purchase of gasoline for private pleasure boats. The business which was engendered in the area, such as charge for slips and wharf facilities and costs of other activities was all considered in evaluating the benefit from operating recreational craft. That was one of the earlier methods that we used. It can be done.

Mr. ROGERS. It can be done.

Mr. BRENNAN. Yes, sir.

Mr. ROGERS. I think that you ought to do it and give consideration to that. I think that it ought to be brought to the Chief's attention and that some consideration should be given to that.

Mr. DONDERO. Considering the excellence of the fishing in the Great Lakes, you could expand the industry by that outlet.

Mr. BRENNAN. Yes, sir.

Mr. BLATNIK. Are there any further questions? If not, we will hear from Congressman Keating.

STATEMENT OF HON. KENNETH B. KEATING, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. KEATING. Mr. Brennan has so well outlined the details that, with your permission, I will only say a word; and, if I may, I will ask that my prepared statement be inserted into the record at this point, if that is satisfactory.

Mr. BLATNIK. Without objection, it will be inserted in the record at this point.

(The statement referred to is as follows:)

STATEMENT OF REPRESENTATIVE KENNETH B. KEATING, OF NEW YORK, ON THE IRONDEQUOIT BAY PROJECT

Mr. Chairman and members of the committee, I appreciate very much this opportunity to appear before you this morning in support of the proposed project for Irondequoit Bay, N. Y. This occasion marks a culmination of years of dreaming and work by many citizens, dating back to 1888, when the opening of Irondequoit Bay was first advocated.

I think it might be helpful to the committee, at the outset, if I sketched very briefly the historical background of this project.

Irondequoit Bay has been aptly termed the "Gateway to the Genesee Country." It was through this bay that many of our early settlers and explorers penetrated inland from Lake Ontario. As far back as 1669, La Salle, the famed French explorer, made his first trip into the bay.

Over the years the bay came into increasing use as a port for commercial, fishing, and pleasure boats. However, in 1874, a railroad bridge was built over the outlet, thereby cutting off most of the navigation between the bay and Lake Ontario.

Since 1888, efforts have been made in Congress to restore the bay to its old-time prestige and usefulness, but until this time such efforts have not borne fruit.

Irondequoit Bay is today truly a bay of dreams, as well as a port of memories. I am hopeful by your action you will make these dreams become reality.

Briefly, this project calls for the dredging of a guaranteed and safe entrance channel for boats, so that people will be able to use larger boats in the channel—and without fear of grounding. Other improvements would include breakwalls, a mooring basin, the erection of a lift railroad bridge and a stationary highway bridge.

Completion of this project will bring many benefits and great happiness to the people of the Irondequoit Bay region and all the surrounding area.

Opening of the bay will clear up the pollution problem which has plagued that body of water for years. As it stands now, the bay presents a formidable sanitary problem, as well as being an obvious eyesore. This is due to the abundant growth of algae on the bay, which, upon decay, becomes unsightly and smelly, and poses a real pollution problem. I am assured by experts that completion of this project would result in a clearing away of this filth and restoration of the bay as a clean and healthful body of water.

Opening of the bay will bring economic benefits to the area far outweighing the cost of the project. Improvements in the bay area will increase property values, stimulate economic activity, and spur further progress.

It must be remembered that Irondequoit Bay has long been recognized as the finest natural bay along the entire shore of Lake Ontario. Even under present unsanitary conditions, the bay serves as a summer resort for Rochesterians and those from the surrounding area. This includes a population of roughly 400,000 people. The constant growth in population in this area has created strong demands for an expansion of recreational facilities.

Opening of the bay will meet this need for additional facilities for swimming, fishing, boating, picnic areas, public dockage, mooring basins, hotels, and scenic beauty.

Opening of the bay will decrease greatly safety problems for boatowners and local residents. Because of the treacherous depths of the channel at present, there is real danger to the larger boats which attempt to navigate the bay. In addition, it sometimes takes the Coast Guard as long as 2 hours to reach the scene of accidents in the bay because they cannot chance coming by water, but have to travel by road. A safe mooring place for craft will also be made available if this project is completed. At present, many boatowners have to moor their boats in the potentially dangerous water outside the harbor.

It is significant to note that local interests have repeatedly professed their willingness to carry their share—and if need be—more than their share of the financing of this project. They are definitely ready, willing, and able to meet the requirements of local cooperation.

Mr. Chairman, the Irondequoit Bay project has the backing of many important organizations in the area, as well as the Bureau of the Budget and the Army engineers. Among those who have come out in favor of this project are: the New York State Department of Public Works, the Monroe County Board of Supervisors, the Central Trades and Labor Council, the Rochester Chamber of Commerce, and several groups in Irondequoit itself. A number of the surrounding towns have adopted favorable resolutions.

I should like at this time to acknowledge the great assistance and able cooperation of the many groups of interested citizens who have contributed so generously of their time and energies to gather important factual data necessary to support the project. I am deeply grateful to them.

Although I originally became interested in this project at the request of many constituents, I have always maintained the position that in the final analysis I would be guided solely by the reports and recommendations of the Army engineers as to the feasibility and advisability of making the improvements in question.

Mr. Chairman, this requirement has been fulfilled. The Bureau of the Budget and the Army engineers have placed their stamp of approval on the opening of the bay. A reopened Irondequoit Bay will bring sanitary, economic, recreational, and safety benefits to the area. For these reasons and because it has the blessing of Government experts, I urge the committee to approve this project and make a dream of 70 years' standing come true.

Mr. KEATING. I will say, before introducing a couple of witnesses that would like to testify that this has been a project under consideration in this section since 1888, when it was first presented to the Congress. It is of very great interest in the area as indicated by the fact

that the local interests are prepared to put up approximately 50 percent of the cost, which is a substantial item.

There are factors involved here of safety which one of the witnesses will testify to, with reference to this being a harbor of refuge, as referred to by the gentleman from Florida.

There have been some instances of loss of life in this area which probably would have been avoided had this bay been opened. There is also the factor which was again mentioned, that while this is primarily a recreational project, it is anticipated with the opening up of the bay there will be a considerable amount of fishing, more than there is now in this area, and as the gentleman from Michigan well knows there are no finer fish anywhere in the world than those that come out of the Great Lakes.

There is another factor involved which is of course primarily a State problem, and that is, in this bay now due to its being closed in there is serious pollution. It is not only unsightly and smells bad, it also is presenting something of a health menace and it would be greatly improved by this project.

My prepared statement goes into those matters more in detail for your study later.

The New York State Department of Public Works, the county board of supervisors, the central trade and harbor council, the chamber of commerce, and many other groups of the area have endorsed the project.

I would like, if I may, to introduce to the committee Mr. Wayne Harris, who is the representative of what is called the Irondequoit Bay Crusade, a group of citizens who are very much interested in this project.

I would like also to introduce an attorney for this group, Mr. John Williamson, of Washington, and I would like also to introduce Mr. Hines, representing the American Federation of Labor, all of whom have brief statements to make.

Congressman Ostertag, my colleague, is located in the area just to the west of this, but I believe he is also interested and has a short statement to file with the committee.

Mr. BLATNIK. Congressman Ostertag, you say, is in favor of this project. His statement will be inserted at this point in the record.

(The statement referred to is as follows:)

STATEMENT BY REPRESENTATIVE HAROLD C. OSTERTAG WITH RESPECT TO THE IRONDEQUOIT BAY PROJECT

Mr. Chairman, I appear before you today in behalf of the so-called Irondequoit Bay project on Lake Ontario. While this project is not in my district, many of my constituents who are small-boat owners are greatly interested in it, and I share their hope that it will be authorized.

As you know, Irondequoit Bay is an inlet from Lake Ontario near the city of Rochester. It is a perfect small-boat harbor, or harbor of refuge, but it has been unusable, except to a limited number of pleasure craft, because of a highway and railroad which cross the outlet of the bay, and effectively block it for all but the smallest craft.

The Army engineers have proposed that the channel be deepened; that new railroad and highway bridges be built, and that a new public dock with access road be constructed. Construction costs based on 1953 prices were estimated at $1,937,800 Federal, and $1,910,600 non-Federal, or a total of approximately $3.5 millions.

The Monroe County Board of Supervisors, the Rochester Chamber of Commerce, and the Irondequoit Bay Council have all urged that this project be pressed to

completion so that full and effective use can be made of this great natural resource. I am fully in accord with that objective, Mr. Chairman, and I urge you to take favorable action on this project.

Mr. BLATNIK. Mr. Keating, do you wish to have your witnesses make statements?

Mr. KEATING. Yes. The first witness will be Mr. Wayne Harris.

STATEMENT OF WAYNE HARRIS, SECRETARY, THE IRONDEQUOIT BAY CRUSADE

Mr. HARRIS. Mr. Chairman and members of the committee, I will attempt to keep this as brief as possible. Suffice it to say, I am a practicing attorney in the city of Rochester, N. Y., and I represent the Irondequoit Bay Crusade, which is a small organization of men who are primarily concerned with the opening of this bay. They are concerned not only from the boating aspect but from a civic-minded aspect for the welfare of the community.

I might add here that I do not wish to burden the record at this time with these petitions and resolutions that I have, but I have here 25 resolutions from labor and civic organizations which I will leave with you. I also have resolutions from 90 business establishments in the city of Rochester, in Monroe County, which I will leave with you.

Mr. BLATNIK. They will be left with the committee for the use of the members of the staff and we will return any or all that you may desire.

Mr. HARRIS. That is very agreeable with me. I also have here petitions representing some 3,000 signatures of individuals who are interested in this particular project and I will also leave them with you.

I just want to make a few more brief comments on this. May I have the permission of the committee to make reference to the map?

Mr. BLATNIK. Certainly.

Mr. HARRIS. Gentlemen, the area here represented by Irondequoit Bay is approximately 5 miles in length running from north to south. There has been some mention of the fact that there are no recreational facilities for the general public in the Department of the Army engineer's letter dated April 15, paragraph 3.

Now, the town of Irondequoit presently has 29 acres of land in that general area which they plan to make into recreational facilities for the public, and the county of Monroe has planned to make a public park at the very northerly end of the bay. There are facilities being considered by the general public in this particular matter.

I think one particular point of this whole project which has not been mentioned at this time is the fact that back in 1879 this bay was completely open to the lake and a great many boats moved between the bay and the lake. At that time, a railroad bridge was placed at this point, and the rest of the land was filled in so that the railroad could traverse this end of the bay. Since that time the people of this general area have attempted to have this bay opened up. The water is navigable. At low water there is only a 4-foot clearance under this bridge. At high water there is a 6-foot clearance for boats to get in and out of this very extensive area.

We have had a great number of boats damaged because people attempted to go into Lake Ontario from the bay. We have had people

who have attempted to come to Irondequoit Bay in a storm from Canada because they found that the charts indicated that the bay is navigable and their boats have been smashed on the shore. We have had people complain about certain activities in connection with boating on that body of water, which will happen on any body of water, and the only recourse for public protection is to call the Coast Guard.

The Coast Guard station is approximately 4 to 5 miles to the west of the entrance to the bay. The Coast Guard is put to dire means because the only way they can get a boat into the bay is to bring it across land, or have a duck vehicle come into the bay, which means driving on the highway. Any violation of the laws of the Government are usually not enforced because it takes so long to get the Coast Guard there.

This has resulted, we feel, in drownings of individuals in the bay, and it also involved wrecks by boats colliding because they do not have lights. Actually, there is no protection for the people who use that body of water.

Furthermore, approximately a year ago two boys, as boys will, attempted to leave the outlet of the bay. It was a rough day. The boat that they were operating got partly out and turned over. They were dragged by the current a short distance out into the lake. In order to get to these boys, boats had to cross the sand spit by being carried. By the time they could be launched both boys drowned. For all of these reasons, gentlemen, we feel this is a very serious matter. We know that you will consider it very seriously. We feel it will also provide recreation for the people who do not have the financial ability to go 30 or 40 miles with a boat and trailer to the east of us.

If this were opened up, the general population of this particular area would be able to use a very fine facility for their families for recreational purposes and they do not now have it at their hands. For all of these reasons, gentlemen, we ask you to consider this matter favorably.

I wish to thank you very much for this opportunity to testify before your body. I have here a short prepared statement that I should like to file for the record.

(The statement of Mr. Harris follows:)

STATEMENT OF WAYNE M. HARRIS, ESQ., COUNSEL FOR THE IRONDEQUOIT BAY CRUSADE (ROCHESTER, N. Y.)

Mr. Chairman and members of the subcommittee, I appreciate this opportunity to present the views of the Irondequoit Bay Crusaders in behalf of the Irondequoit Bay project presently pending before this subcommittee.

First, I wish to emphasize that the Irondequoit Bay project has considerable local support. I do not want to burden the record with these petitions but I have here the signatures of approximately 3,000 citizens of the Rochester, N. Y., area all urging the Congress to approve this project and thereby bring to an end almost 70 years of local effort to restore Irondequoit Bay's access to Lake Ontario. In addition we have the resolutions of 25 local civic and labor organizations, and 90 business establishments in the Rochester area urging approval of the Irondequoit Bay project.

The civic and labor organizations which have adopted resolutions urging the Congress to approve this project are as follows: Rochester Independent Workers; Ridge-Culver Fire Association; Carpenter's Local Union No. 72; Laurelton Fire Association; Irondequoit Yacht Club; North East Republican Club of Irondequoit; International Association of Machinists; Mohawk Yacht Club; Rochester Brooks Gun Club; Labor Lyceum Turn Section; Brewery Workers Local Union No. 300; Irondequoit Bay Crusade; Southwest Kiwanis of Rochester; Ridge Sportsmens'

Club, Inc.; Michalski Post Rod and Gun Club; JHS Sportsmen's Club; The American Legion, Monroe County Committee; United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada, Local No. 12; Teamsters Joint Council No. 17; Chauffeurs, Teamsters, and Helpers Local No. 118; Taxicab Drivers Local Union No. 933; New York State Construction and Supply Drivers Council; Ice, Oil, Construction and Supply Drivers and Allied Workers Local No. 398; Masons Union Local No. 11; Metal Polishers, Buffers, Platers, and Helpers Local Union No. 113.

Of course we recognize that the decision as to the ultimate construction of this project rests with the Congres and that such matters in the final analysis are not determined by the physical weight of petitions and resolutions. However, I want to emphasize that these petitions and resolutions are not the products of any pressure campaign come into existence because of the scheduling of these hearings. The waters of Irondequoit Bay had access to Lake Ontario for at least 200 years of recorded history before the railroad bridge was constructed across its outlet in 1874 by the Rome, Watertown & Ogdensburg Railroad Co. For almost 70 years since the citizens of the Irondequoit Bay area have pleaded that this obstruction to navigation be removed so that the waters of the bay and the craft thereon might have access to Lake Ontario again.

At long last we present our case to the Congress with the support of the Board of Rivers and Harbors.

Ours is a patience born of more than a half a century of pleadings, arguments, legal research and prayer that ultimately the legal and moral right of our position will be maintained. We have no illusions as to the precarious path which this project must yet traverse before the waters of Irondequoit Bay flow unhampered into Lake Ontario.

We, therefore, rest our case with the plea that this subcommittee help to bring more than a half a century of effort to fruition by approving the pending Irondequoit Bay project.

Mr. BLATNIK. Thank you, Mr. Harris.

Mr. KEATING. Our next witness is Mr. Lewis Hines.

STATEMENT OF LEWIS G. HINES, REPRESENTING THE IRONDEQUOIT BAY ASSOCIATION

Mr. HINES. Mr. Chairman, I am not going to take much of your time. I merely want to briefly state the purpose of my being here.

I would like to leave the reporter a copy of a brief statement that I have made on behalf of the good people up in Rochester.

Mr. BLATNIK. It will be inserted in the record at this point.

(The statement referred to is as follows:)

STATEMENT OF LEWIS G. HINES

My name is Lewis G. Hines. I am a special representative of the AFL–CIO. I am appearing here today at the request of our membership in Rochester, N. Y., who are tremendously interested in the matter before this committee pertaining to what is known as the Irondequoit Bay project. I have been asked by the Irondequoit Bay Council, in a letter from their president, William H. Mostyn, 22 North Washington Street, Rochester, N. Y., to represent this group here today.

I might add that the Irondequoit Bay Council is made up of 30 different civic improvement and conservation groups with a membership of many thousands. They held a meeting as recently as May 22, 1956, at which time they took a firm stand in favor of this project and went on record to ask me to serve as their representative at this hearing today. Mr. John A. Nowack, chairman of the marine planning committee of the Irondequoit Bay Council asked that I present to you some of the reasons why the reopening of the Irondequoit Bay should go forward with all possible speed. These reasons are as follows:

"I might state that the necessity for the reopening of Irondequoit Bay has increased manyfold since we began working on this project. First off, due to the tremendous increase in boating activity in this area, the present facilities are entirely inadequate. Just last week, due to boats being moored in exposed waters along Lake Ontario, and in the lower Genesee River, a heavy southwest wind caused thousands of dollars of damage to small boats in the vicinity.

"Secondly, the St. Lawrence seaway project will keep the level of Lake Ontario above the normal during the boating season and this in itself will cause additional problems and loss of property, to say nothing of possible loss of life, unless we have Irondequoit Bay available as a small boat refuge and mooring area. It is a very serious problem and one which the committee should give recognition to."

There are of course, many other reasons for the reopening of the Irondequoit Bay, all of which the committee representing the Military Establishment are familiar.

I sincerely trust that on behalf of these many thousands of people in Rochester and vicinity your committee will give favorable consideration to this matter.

Mr. HINES. I was a resident of Rochester for more than a decade, and I have spent many happy days down Irondequoit Bay, where we would have picnics or something of that sort. I learned something about the bay today from the testimony that I did not know before. I did not know how the water got in and out. I knew that we had two or three good breweries up there that supplied us with beer for the picnics and that was the extent of our concern. It is a wonderful spot, there is no question about that. It has deteriorated in the last few years. It deserves all the consideration you can give it.

I am here representing the Irondequoit Bay Association, which is headed by Mr. William Austin, 22 North Washington Street, and I have a statement here setting forth the views of the committee.

The committee had a meeting last weekend and again urged upon me to come here. I have been in contact with them for over a year on this matter. I have attended several of their meetings and I likewise have had communications from Mr. John A. Knowatt, who is chairman of the marine planning committee of the Irondequoit Bay Council. He asked that I present some of the reasons he sets forth for this project.

You have heard a lot about this. There is very little that I can add to the merits of the proposition. We were more than pleased when we learned that the Army had given it a clear bill of health and we sincerely hope that this committee will do likewise, that it will go up on the floor of the House and Senate and eventually be passed into law.

I think that there might be some exception taken to the statement that there is no commercial value in this because if this bay is opened up it will mean that products may be brought in from other lake cities, Oswego, and other places along the lake into Rochester and this would afford a good landing and wharf facilities for such activities. In that way I think somebody would benefit. Maybe not now, but later on as this thing goes on there is no question that there would be some commercial aspects to it.

Again I want to thank you, Mr. Chairman, for your kindness in permitting me to present my views. There are some 30 organizations of this bay council which include some of the finest people in Rochester, N. Y. I would like to insert a telegram from Mr. Burke.

(The telegram from Mr. Burke follows:)

ROCHESTER, N. Y., *May 24.*

LEWIS G. HINES,
Special Representative, American Federation of Labor-Congress of Industrial Organizations, 815 16th Street NW.:

You are hereby delegated to represent Rochester Central Trades and Labor Council at a congressional hearing in reference to the reopening of Irondequoit Bay to be held in Washington, Friday May 25 at 9:30 a. m.

JAMES L. BURKE, *President.*

Mr. BLATNIK. Thank you very much.
Mr. KEATING. We certainly appreciate the hearing.
Mr. BLATNIK. That covers the project.
We thank you for your presentation.
Mr. KEATING. Thank you very much.

HAMLIN BEACH STATE PARK, N. Y.

Mr. BLATNIK. Congressman Ostertag, we have a beach-erosion project of yours here.
We will hear from General Weaver.

STATEMENT OF GEN. THERON D. WEAVER, CORPS OF ENGINEERS—Resumed

General WEAVER. Mr. Chairman and gentlemen of the committee, I will go over this very quickly. This is a report on a cooperative beach-erosion control study of Hamlin Beach State Park, N. Y., as authorized under the River and Harbor Act of July 3, 1930. This report was published in House Document No. 138 of the 1st session of the 84th Congress.

There is no existing Federal beach-erosion-control project. The project area lies midway on the south shore of Lake Ontario about 20 miles west of the city of Rochester. The State of New York owns the park of about 800 acres, of which 700 are rolling land. The park has a 12,000 foot lake frontage.

The frontage is divided into three general areas, the westerly area, a central area, and the easterly area. It is quite a popular park. It had over 300,000 visitors there last year.

There are a number of existing works which have been built by local interests, indicated by the yellow parts here on the map, and consisting of seven stone groins, a seawall in this general area and a masonry retaining wall behind it, and some stone revetments to protect the shore from the erosion which has been continuously taking place over many years. There is an inadequate supply of sand to build the beaches in this area and the erosion goes on. In fact, there has been an average of about 80 feet of recession, or loss of shore area across the whole front of this park between 1935 and 1952.

The local interests naturally desire that the existing beaches be preserved and protected, particularly in this western area, starting from this groin which is marked "D" on this map. That area is a recreational area. They want to protect the rest of the area by the most economical means possible.

The district engineer concerned with the area has provided suggested solutions for the whole frontage and the work proposed for Federal aid is marked in green on this map. He has limited his recommendation for Federal aid to work only in the area west of groin D here. Actually, it is for the west beach area which comprises about 4,300 feet of frontage.

The recommended solution for the westerly area includes four new groins, modification of existing groins D, A, and N, as shown on this map, and placement of sand hill.

Mr. DONDERO. I asked the chairman did he understand you correctly when you said that in 17 years, from 1935 up to 1952, the erosion had cut back 80 feet?

General WEAVER. An average of 80 feet, not per year, but a total for the period averaged along the entire park frontage. There has been a continuous recession. That is why the State has built the seawall and revetments along in here and putting these groins about here [indicating], to protect their property. There is a series of bluffs. Some of them are high in this particular area and others are low, and the lake frontage, like that of Lake Erie, is constantly being eroded.

Mr. BLATNIK. This is approximately a 9½-mile strip which you are talking about?

General WEAVER. No, it is not that long at all.

The recommended project, as I said, covers this area from groin D to the west, about 4,300 feet. The work consists of modifying and extending 3 existing stone groins which are owned and were built by the State, and building 4 additional groins. All are shown in green on this map. The project also includes the placement of 217,000 cubic yards of sand to restore the original beach and create additional facilities for this park; also, to grade down some of these slopes in this area so as to make the approaches easier and to protect them.

This is the only project recommended at this time because the development of the central and easterly sections has not been fully worked out by the State as to how they will do it. At some later time the State may wish to undertake the development of the central and easterly areas in accordance with the plans outlined in the report.

The improvement of this westerly section would actually double the bathing beach capacity and the recreational capacity of the existing facilities, which is considered to be sufficient for a number of years to come.

The first cost of this recommended project is $1,210,000 at the current price levels. Of this the United States share would be $403,400. The annual charges would total $59,200, of which the United States share would be $14,200. The annual benefits are estimated at $108,700, which would give a ratio of benefits to costs of 1.8.

The local cooperation requirements are the normal ones for beach erosion control projects. Local interests must obtain the approval of the Chief of Engineers on the plans and specifications and the arrangements for prosecuting the work. They will provide the necessary land, easements and rights of way, and will give assurances that they will maintain the project during its useful life, prevent any pollution of the water which would be harmful to the bathers, and will maintain the public ownership and operation of the project during its life.

New York State reviewed the report, but had no comment. The Bureau of the Budget has no objection to the submission of the report. I will be glad to answer any questions.

Mr. ROGERS. General Weaver, do you anticipate this will remedy the situation? For how long will it remedy the situation?

General WEAVER. We figure that the drift is generally from the west to the east. With this project we feel that the beaches, restored and improved here, with normal maintenance will have a 50-year life. The groins will also require some maintenance. The maintenance will be a responsibility of local interests, not the United States.

Mr. AUCHINCLOSS. All of this area for the proposed improvement is publicly owned property?

General WEAVER. Every bit of this is publicly owned, owned by the Department of Parks of the State of New York. It is a State park.

Mr. AUCHINCLOSS. Would it have any benefit to adjacent property?

General WEAVER. I assume that it might have some benefit, but I do not think that there is any enhanced value taken into consideration on private property on the flanks.

Mr. AUCHINCLOSS. There is private property on either side?

General WEAVER. No, not on both sides. The border is on the west side. The State park consists of a total of about 800 acres of land in here, of which 700 acres is high land and about 115 acres marshy land. Private property abuts the rear and east boundaries.

Mr. MACK. If this project is not carried out will erosion continue to increase the damage?

General WEAVER. Yes, it is going on all the time. There is a continual loss of what is left of the beach. The State has done a lot of work itself on this during the years.

Mr. DINGELL. Does the Federal contribution to this include the grading of the bluff?

General WEAVER. The cost of the initial construction is borne one-third by the United States and two-thirds by the local interests.

Mr. DINGELL. So the Federal Government will spend a substantial sum of money for the grading of the bluff.

General WEAVER. Right in this area here [pointing]. It is only a very minor item.

Mr. DINGELL. How much would that be?

General WEAVER. $44,000 to grade the bluffs down. There is about a $15,000 initial cost to the Federal Government.

Mr. DINGELL. On this business of placing the sand, will that sand that you referred to come from removing the bluff?

General WEAVER. No, sir; that is not sand. The sand that will be placed here will have to be trucked in.

Mr. DINGELL. About how much will that cost?

General WEAVER. $454,900.

Mr. DINGELL. A portion of that sand fill is going to be a Federal contribution again?

General WEAVER. The Federal share of the initial cost is one-third of the cost of that work, which includes the cost of modifying these 3 groins, building 4 new ones, placing the sand fill, and grading these bluffs.

Mr. DINGELL. Assuming that we limit the Federal contribution to the extension of the various concrete groins, would there not be a natural filling action?

General WEAVER. There is not a sufficient supply of material moving in the lake in this area to fill these groins. There is very little sand and material coming along the shore. That is why they have to bring in this sand from a sandpit located a few miles to the rear of the park.

Mr. DINGELL. Assuming that we authorize the money for these groins here for the westerly end of the park, will it be necessary in the future to extend and increase the existing groins which lie to the east and appear in blue on the map?

General WEAVER. That is a part of the future project, but it is not recommended at this time. Analysis of the economic justifications were not even made in this report for the extension of the beach to the east, because that is relatively an undeveloped part of the park at the

present time. The State has ideas about the future, but they are not developed to an extent necessary to form a basis for a real evaluation of the benefits and the costs to determine the economic justification. Some day it is conceivable the marshes will be filled in as the park needs for additional area.

Mr. DINGELL. What is the expected useful life?

General WEAVER. We figure that the useful life of the project will be 50 years. That is what we used for the economic valuation.

Mr. BLATNIK. Congressman Ostertag, do you have any further comments?

STATEMENT OF HON. HAROLD C. OSTERTAG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. OSTERTAG. I have a prepared statement, if I may read it, or if you are really pressed for time, I will be glad to file it.

Mr. BLATNIK. We are pressed for time, but use your own judgment.

Mr. OSTERTAG. I will submit my statement for the record.

Mr. BLATNIK. It will be inserted in the record at this point.

(The statement referred to is as follows:)

STATEMENT OF REPRESENTATIVE HAROLD C. OSTERTAG OF NEW YORK, WITH RESPECT TO THE PROPOSED EROSION CONTROL PROJECT ON HAMLIN BEACH, N. Y.

Mr. Chairman, I appreciate the opportunity to appear here before you in behalf of the erosion control project at Hamlin Beach State Park, N. Y.

As its name indicates, this is a project which envisions the restoration of a greatly needed bathing and recreation area in one of the finest parks in the State of New York and, for that matter, in the entire country. Hamlin Beach State Park is located between the west and eastern ends of Lake Ontario on the south shore of the lake. It is about 20 miles west of Rochester and about 60 miles east of the mouth of the Niagara River. More than a million and a half people live in the counties surrounding it, and a steadily increasing percentage of them make use of the park. It serves the counties of Monroe, Orleans, Niagara, Genesee, Erie, and Wyoming, and the cities of Rochester, Buffalo, Batavia, Niagara Falls, Lockport, and North Tonawanda.

The steady growth of this western New York area has been reflected in increasing use of the park. Whereas in 1946 the park had only 60,000 visitors, last year it had 300,000—an increase of 500 percent. Park officials estimate that attendance will climb to a half-million annually in the next 4 years, and to 750,000 annually within 8 years.

One major factor contributing to this growth is the Lake Ontario State Parkway, a beautiful lakeshore drive which will soon provide a direct connection between the city of Rochester and the park. Most of this parkway has already been completed, at a cost of $10,700,000, and an additional $5 million is planned to be spent within the next 2 years to finish it. Use of the park will undoubtedly take another sharp jump when this highway is completed.

While this increased use and need of the park has taken place, however, erosion has taken a steady toll of the park beaches, so that available recreation areas for park users have been increasingly restricted. Last fall, I made an inspection tour of the park area, in company with representatives of the Corps of Engineers, and I was greatly impressed, not to say shocked, by the evidence I saw of serious and costly erosion along the entire shoreline.

Once-sandy beaches were merely narrow strips of stone, while in some reaches the shore was a mass of toppled trees that had been undermined by the encroaching waters.

At the same time, it was evident that the State and the park officials had made extensive efforts to check erosion as far as possible, by extending several groins out into the lake to impede the west-east movement of the wind and waters and the lake bed. Since May 1952, the State of New York has expended $111,000 of construction funds in beach-erosion control structures along Hamlin Beach. In addition, maintenance funds were expended from the general park main-

tenance fund, the exact amount of which is not available. This, however, has been a holding action only. Even with the somewhat reduced lake levels of last year and this year, it is obvious that erosion is proceeding at a rapid pace, and that substantial works, as recommended by the Army engineers, are necessary to protect the beaches and the park from the steady encroachment of the lake waters.

The project which has been approved by the Corps of Engineers and transmitted to you by the Secretary of the Army, envisions the protection and improvement of the westerly beach area of the park, by the construction of 4 new groins, the modification of 3 existing groins, and the placement of approximately 217,000 cubic yards of sand fill, to provide a minimum beach width of about 100 feet at minimum lake level. In addition, some bluffs along the lake shore are to be graded, to provide a stable slope.

The estimated cost of this improvement is $1,103,000, of which the Federal share is estimated at $367,700. The State of New York has indicated its readiness to finance the remaining cost of $735,300 and to subsequently maintain the protective and improvement measures at an annual estimated cost of $15,100. The benefit-cost ratio of this project is estimated at 2.0. This is based on annual benefits estimated at $108,700, and the annual cost of $54,000, of which $13,000 is Federal and $41,000 is non-Federal.

Mr. Chairman, in the light of the spectacular rise in the usage of this park and park area, and the anticipated increases in the years immediately ahead, the erosion-control measures which are here proposed are indeed an ounce of prevention which is preferable to a pound of cure.

In creating the lakeshore park, the State of New York has taken a great natural resource, vastly improved it for recreational use, and made a tremendous asset of it for the general good. This much-needed erosion-control project will insure that it continues to serve the area to the maximum possible extent. I therefore urge your favorable consideration of this relatively small but timely, and urgently needed, project.

Mr. OSTERTAG. I think General Weaver has fairly well covered the ground. I might point to make sure that everyone understands, this is a 100 percent State park and the State will participate rather than local participation, and the use of the park is increasing, as the General has said, to where it is estimated that the average attendance for the next 3 or 4 years will be about $750,000 a year. So you can well imagine the great benefit this beach will give to the people of this area.

I thank you very much.

Mr. MACK. We are very much interested in beach erosion in my area. This being a State park, of course the State will put up two-thirds of the cost?

Mr. OSTERTAG. Yes.

Mr. MACK. Let us assume a hypothetical case. If this were a county park, does your State make contributions to beach erosion in a case like that?

Mr. OSTERTAG. I am not sure.

Mr. MACK. Do you know?

Mr. OSTERTAG. From the State you mean?

Mr. MACK. Does the State have a beach-erosion fund?

Mr. OSTERTAG. I do not believe that they have a beach-erosion fund. The State may give assistance to the locality in some form or other, but I know of no particular erosion fund which would come from the State to the locality for that purpose.

Mr. MACK. The reason I asked you is this: We have a project in our State for which we are trying to get the State to make a contribution.

Mr. OSTERTAG. This is, of course, entirely State, so the locality has no place in this picture at all except the use of the park.

Mr. MACK. I realize that.

General WEAVER. Mr. Mack, I believe the State of New York matches 50–50 with local interests on beach-erosion projects. That has come up in other projects that we have.

Mr. MACK. Do other States do the same thing?

General WEAVER. Some of the other States do. New Jersey, I think, and Massachusetts.

Mr. OSTERTAG. I thank you very much.

FIRE ISLAND INLET, N. Y.

Mr. BLATNIK. The committee will now hear further testimony on Fire Island Inlet, N. Y., beach-erosion control, House Document No. 411, 84th Congress.

The project is supported by Congressman Frank Becker.

Congressman Wainwright has questions on the feasibility of the project and he is being heard in opposition to the earlier proposal.

STATEMENT OF HON. STUYVESANT WAINWRIGHT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. WAINWRIGHT. I have a prepared statement and documents that the committee might be interested in seeing.

My name is Stuyvesant Wainwright. I represent the First Congressional District of New York, which is approximately 15 miles west of the area known as Fire Island or Oak Beach.

This is the area where the funds involved in this project are to be utilized, and to substantiate that point, I am glad that General Weaver is here because he can back up for the Army any point that I may make.

As you may remember, those of you who were here, the program was presented by Congressman Becker earlier this week. I know that Mr. Dondero was not here, so I would like to refresh your memory on the project.

This is the Fire Island Inlet, which is the principal flush out of the Great South Bay here on Long Island. This is the area in question and for which the money would be involved. This is also the boundary of the First Congressional District right here on this side. This is the 15-mile area, 15 miles within the First Congressional District.

Mr. DONDERO. Is the project wholly within your district?

Mr. WAINWRIGHT. The money to be spent will be spent wholly within my district.

At the outset, I would like to make certain points crystal clear.

One, I am not, I repeat, opposed to maintaining an inlet through the Fire Island Channel, and by an inlet I mean a good inlet.

My first speech in the House of Representatives was an attempt to obtain funds for an authorizatian to put through an inlet project, not the identical project before you. I was defeated by a vote of 73 to 101 and the project was turned down. I might say at that time I had no support from the people who are crying out the loudest for the project, but I had support from Congressman Becker.

I would like, if I could, to include in the record a letter from Congressman Becker to Glenn Davis, who, as you know, was chairman of the Civil Functions Subcommittee of the Appropriations Committee. He says:

Congressman Wainwright of the First District, New York, in whose congressional area this project is sited, has been an indefatigable worker on behalf of the project, and I know that he will be sure to bring before your committee's notice, a very impressive array of evidence and justifications for the desired appropriations.

That is all that I wish to read from that letter. Will it be all right if I submit that letter?

Mr. BLATNIK. Without objection it will be inserted in the record at this point.

(The letter referred to is is as follows:)

HOUSE OF REPRESENTATIVES,
Washington, D. C., May 13, 1953.

Hon. GLENN R. DAVIS,
Chairman, Civil Functions Subcommittee,
Appropriations Committee of the House,
House Office Building, Washington, D. C.

DEAR MR. DAVIS: It is my understanding that your subcommittee will give the proponents of the Fire Island Inland project an opportunity to be heard on the point of an appropriation being included in the civil functions bill to get this project started.

Congressman Wainwright of the First District, New York, in whose congressional area this project is sited has been an indefatigable worker on behalf of the project, and I know that he will be sure to bring before your committee's notice, a very impressive array of evidence and justifications for the desired appropriations.

Through the years I have watched this project and I am very happy to have this opportunity of standing with Congressman Wainwright and the friends of the project and to plead for the appropriations to get going.

In my estimation and without any reservations, the project is absolutely sound economically, and to my mind, should have been started long before this.

Respectfully,

FRANK J. BECKER.

Mr. WAINWRIGHT. Incidentally, I had over 400 letters, including a half dozen from Members of Congress, complimenting me upon my efforts at that time, despite the fact that I took a licking before Congress. A group of citizens known as the Fire Island Inlet Committee awarded me a plaque for the work that I did at that time.

Subsequent to that time hearings were held on the program that is pending before you. I have supported consistently, including last fall and early January——

Mr. DONDERO. What did you say, you have been opposed?

Mr. WAINWRIGHT. Yes; to the pending project, not to the project of maintaining Fire Island Inlet open. The maintenance project I have been wholeheartedly in favor of. The reason I want to make that point clear is because the opposition, or the opponents of this program have tried to maintain that I am for letting this inlet die or close, and as you will see in the offering of a substitute proposal I want to make it crystal clear from the start that I am for maintaining an inlet there at all times, and a good one, and that is the purpose of the background.

When this testimony was presented on Monday by the New York State Park Commission and Congressman Becker, it was made to appear that this project was warmly endorsed and wholly supported by the community, the area involved. Consequently I would like to submit for the record, and for your perusal, individual letters that have been written to me over a period of the past 6 months, unsolicited by me, opposing the project, opposing the project in theory and sup-

porting my position. I have a telegram here that I received today, unsolicited. It is from Mr. Walter T. Shirley, president of the Shirley Long Island Real Estate Development Co. He is the largest developer in this area. He has sold and has for sale literally hundreds of homes in this area, and obviously he is going to be a spokesman for the general welfare and betterment of that area, and he wired me as follows:

Fire Island program entered into far too hastily. People in Long Island feel it is unfair to foot a bill to save a small isolated section.

There are other telegrams as well. In addition to that, I have here telegrams and letters from experienced and competent and capable civil engineers who oppose this project. I ask permission to either submit to you these letters and telegrams, or that they be inserted in the record.

Mr. BLATNIK. We will hold the letters and telegrams so the committee members may go over them.

Mr. DONDERO. I have been receiving letters from your people up there in opposition to this over the past week or two.

Mr. WAINWRIGHT. There has been a good deal of publicity in the newspapers in the area regarding this question.

Mr. DONDERO. Why are you people opposing it?

Mr. WAINWRIGHT. The principal reason there is opposition to this program is this: There has been 1 program presented, 1 method and 1 solution. It has been sponsored by the chairman of the New York Park Commission, the very able and capable commissioner, Mr. Robert Moses, and promoted by his able lieutenant, Mr. Shapiro, who testified before this committee last week.

What I am suggesting and proposing is this: That the entire area here be studied to determine whether this is the very best project. This project will cost between $6 million and $8 million as outlined. It is to take or trap sand that follows the littoral drift down here, pump it by means of a pumping station over to here to an area known as Feeder Beach. There is another one here. The action of the current and tide and natural flow of the water would then push the sand down to here and restore this beach. That is the program that has been suggested at a cost estimated at $6,500,000. It will probably be nearer $8 million. A asked the district engineer at the time whether he would study some other plan and he said that there was no authority from the Congress to study any other plan than the park commission's proposal, or the one that was suggested. The authorization of this was in 1953, and the studies were concluded in February.

Mr. Chairman, I have a prepared statement that I do not think I will be able to finish, which I would like to have included in the record at this point.

Mr. BLATNICK. It will be inserted in the record at this point.

(The following is Mr. Wainwright's statement:)

My name is Stuyvesant Wainwright. I represent the First Congressional District of New York which starts approximately 15 miles west of the area known as Fire Island or Oak Beach. This is the area where the funds involved in this project are to be utilized.

At the outset, I would like to make certain points crystal clear:

1. I am not, I repeat, not opposed to maintaining an inlet through the Fire Island Channel, and by an inlet, I mean a good inlet. My first speech in the House of Representatives was an attempt to obtain funds for an authorization

to put through an inlet project. It was defeated in the first session of the 83d Congress by a standing vote of something like 73 to 101. I might say that at that time I had no support from those people who are crying the loudest for the current program. They were strangely silent, yet I had over 400 letters in support of my efforts. Silent despite the fact that they are using now the propaganda and literary material developed by the Fire Island Inlet Committee, a group of citizens who were most anxious to keep the inlet open and who have not endorsed this current project. Then in February of 1954, Army agreed to maintain the project annually.

The second thing I would like to make crystal clear is that I am also anxious to see that Oak Beach is not destroyed. The proponents of this program, the New York Park Commission, well know these facts.

With that as a starting point, let me next also assure you that this current program is not universally welcomed in the congressional district. I have here a set of telegrams that I would like to put in the record from responsible citizens and organizations. For example, Walter T. Shirley is one of Long Island's largest developers. He has an economic interest in a tremendous amount of real estate located on the Great South Bay. Incidentally, I've never met Mr. Shirley nor did I solicit this telegram. The other telegrams I would like to submit for the record with the chairman's permission.

In addition, during the course of this controversy, I have received a good deal of correspondence dealing with the project. For example, I have received copies of 50 or 60 telegrams sent to the chairman of the board of supervisors from representative citizens in favor of the project. These telegrams have been cultivated and sponsored by the able and capable proponents of this measure. I have been told, although I do not know this for a fact, that many of the telegrams were paid for by the interested parties. In any event, a twofold impression was created. One, that all Long Island was behind it and two, the Park Commission proposal was the only answer to Fire Island. But worse than that, the proponents of the program conveyed several other ideas to scare the people into sending telegrams. They stated that this program was the only way to get engineers' maintenance, whereas, in reality, for the past 2 years the engineers have had a hopper dredge in the channel every time it has tended to shoal.

For the record, I would like to submit some letters addressed to me some months ago opposing the proposal under consideration. They come from distinguished engineers, from civic associations, and from interested citizens. (Read 1 or 2 excerpts.) Also, an editorial in the Macy chain of weeklies out today supports my contention. I assure you this is not by design. Another editorial in the same issue attacks me for anticipating the hydrogen bomb explosion.

Now that we have debunked the idea that this is a mass citizens movement, let me answer your obvious query as to why the local board of supervisors supported this on a vote of 9 for to 1 abstaining. Frankly, it is far better for me to put the cards on the table and admit that it is our Republican Party's position to support the aims of the very distinguished and able park commissioner, Mr. Robert Moses. And while on the subject of Mr. Moses, let me say that I have always had admiration for him, for what he has done for the people. Now, let me add that I have even more admiration because I have learned how he achieves his success. For example, his chief engineer, Mr. Shapiro, is one of the most loyal and hard-working men with whom I have had to deal in public life. But back to the board of supervisors.

The board of supervisors were told that this was a $2 million project and that the local share would be in the neighborhood of $500,000. I am told that had they realized that the cost of the project may go as high as $8 million—and certainly $6 million, thus making the local contribution $2 million—there would have been an entirely different vote. I have also been led to believe that the board of supervisors were told that the United States Army would abandon the existing maintenance project if the park commission proposals were not adopted.

I am sorry that a party position in this matter had to be taken, in the first place, and in the second place, I have been assured by the Army engineers that the existing authorized project will be maintained. The board of supervisors were suddenly requested to pass "save and hold harness resolution." (Not previously requested, but obviously instigated by the proponents of the park commission program), a sand storage area was requested. This is the most insidious attempt at blocking the existing maintenance program that has yet been proposed. Why? Because the very beach that needs saving, Oak Beach, could use this sand.

The first part of my statement has been directed at pointing out to you a little background on why I am going to recommend a different approach. My proposal is this:

Pass a resolution which I am submitting to you herewith. This brief resolution would authorize the Army engineers to examine all other avenues in regard to the existing navigation project. If it is determined that the project before you, as proposed by the New York Park Commission and the Army engineers, is the best possible answer to the permanent stabilization of this inlet, I will be wholeheartedly in support. However, should they come up with a reply that would suggest the construction of a permanent inlet, needless to say, I would support that project.

In 1948 such a proposition was presented by certain local interests. However, it was given secondary play by the engineers (H. Doc. No. 762, 80th Cong., 2d sess.) because (*a*) it would cost $9 million and (*b*) there was some question as to whether the salinity of the water in the bay would be altered. Since then Moriches Inlet has become a reality; the water is good. Also its effect on the shoreline was questioned. On February 3, 1947, the then district engineer, Col. W. F. Heavey, stated with regard to the proposal that I am discussing, "From a purely hydraulic standpoint creation of an artificial cut through a barrier beach presents a relatively simpler problem than improvement of an older inlet. However, many other factors bear upon the situation, particularly the effect of such works upon established industry and lands of bordering communities."

What might be the outcome of the study that I am proposing? As you have undoubtedly been told by the engineers this inlet is trying desperately to close of its own accord. The sand is building up to the west at the end of the point at the rate of 225 to 250 feet a year. Should the study that I am proposing conclude that a new inlet would be feasible, economical and a permanent stabilization of the existing problem, the old inlet could be allowed to close after, I repeat, after the new inlet has been established.

To conclude, gentlemen, I am suggesting that before we spend this money (which certainly is a small amount in relation to the tremendous figures with which you are accustomed to deal) let me urge that you pass a resolution requesting a prompt study of the questions I have raised. As for the Oak Beach crisis, let me say that the State and park commission, if they want to, can certainly preserve or save the area for a few weeks or a month at the most, pending such a study. Defer passing the pending project until the results of such a report are available.

Mr. WAINWRIGHT. As you can see from this small map in front of you, there are dozens of other places where a permanent inlet, channel, could be dug. It have made an extensive research into this and the history of this channel for 250 years shows that it has never been able to be stabilized despite the fact that we have already put in over $3,500,000 on it. They have had this trouble historically since the beginning of time.

This point here is growing at the rate of 245 feet a year and has been growing for the past 10 years at that rate, so you can see that the tendency of this channel is to close and my point is this: before you put the money, between $6 million and $8 million into this area here at least examine—I do not say adopt—but at least examine the other potentialities.

The objection to the other suggestion is this. First, it would cost too much money. Well, the estimate made by the Army engineers in 1939 was that such a project would cost $9 million. I am talking about digging a permanent inlet somewhere between here and the rest of the area. At present figures it is estimated that it will cost $14 million. I say, all right, why should we put $6 million or $8 million in this area when we might put $14 million in the area and build a permanent long-range properly stabilized inlet? In essence, sir, that is what I am suggesting.

I will present to the committee a resolution drafted by the district engineer in New York which will call upon the engineers, and the

engineers have the funds, to examine the suggestion that I am making to you.

Mr. BLATNIK. Did not the corps consider a proposal such as this before?

Mr. WAINWRIGHT. It considered the proposal. I have the report here before me. It considered the proposal in 1947, and I will say that the most key excerpt from it is as follows: and it was by a gentleman by the name of Heavey, a full colonel. He says:

> From a purely hydraulic standpoint the creation of an artificial cut through a barrier beach presents a relatively simpler problem than improvement of an older inlet. However, many other factors bear upon the situation, particularly the effect of such works upon an established industry and lands of bordering communities.

All right now, what does that mean? He is worried about the salinity of the water in that bay for clams, and so forth. At that time, there was an inlet, a defunct inlet. It has dosed over. Since that time there has been a break-over and you have a continuous flow from one end of that bay there to this end. So the salinity question is properly covered.

Now, the special interest, the primary special interest, is the park commission. The park commission has this beach here which they call publicly owned property. Yet one of the cries that was made before this committee is that the houses were being destroyed on this beach, so I raise the question as to whether it is publicly owned property because the houses along this beach are all privately owned.

General Weaver can certainly answer that question.

All right, the principal people along this beach could not possibly object if this were allowed to close and their beach saved and this land kept from destruction.

Now, there is one other question that the engineers will certainly raise—perhaps it will burst out down here, or maybe there might be an erosion take effect further down the beach. That is a technical question that I cannot answer. All that I am asking is that it be looked at and the questions that I have raised be answered.

Mr. ROGERS. Mr. Chairman, may I ask a question?

Mr. BLATNIK. The Chair recognizes the gentleman from Florida.

Mr. ROGERS. The beach to which you refer is west of Oak Beach; is that right?

Mr. WAINWRIGHT. Yes, sir.

Mr. ROGERS. Is that in your area?

Mr. WAINWRIGHT. Yes, sir.

Mr. ROGERS. It was my understanding the other day that this project actually included two congressional districts, but you say now it does not.

Mr. WAINWRIGHT. Mr. Rogers, I would like to have General Weaver answer that. I am talking about the money to be expended in the current program.

General Weaver, would you state what district it is in?

General WEAVER. The work itself is in Mr. Wainwright's district.

Mr. ROGERS. Entirely?

General WEAVER. The actual works are, but the benefits and improvements due to sand being spread by natural forces from this feeder beach accrue on down into Jones Beach as well as to the Gilga State Park to the west.

Mr. WAINWRIGHT. How far down would you say that is?

General WEAVER. I believe it is about 13 miles.

Mr. WAINWRIGHT. I mean how far would you say the benefits were?

General WEAVER. They will go right straight on down clear to the west end of Jones Beach.

Mr. WAINWRIGHT. It could benefit the people in New York City just as well.

Mr. ROGERS. However, all of the project is located in your area?

Mr. WAINWRIGHT. That is absolutely right, Mr. Rogers.

I would like to make one other point, if I may, because Mr. Dondero well remembers Mr. Kingsland Macy, who was my predecessor here, in Congress.

Mr. Macy has never borne me any deep affection and it is highly unlikely that he would take my side in any controversy. He never has before. These are identical editorials from his weekly papers. These weekly papers are published all over Long Island. He has eight weekly papers, and this lead editorial from this week's papers—today's papers—oppose the plan that was presented by Mr. Becker and I do not think it was done voluntarily supporting my position. Those are identical editorials from the different eight weekly papers that he handles.

Mr. Chairman, there is one other important question that is left unanswered in your minds, and that is that our local board of supervisors voted nine to nothing to support this program. You would quite naturally ask of me why is it that the local political figures in the area have voted to support the engineers' program? Well, sir, I have here 150 letters, cards, and telegrams that were presented to the board of supervisors in opposition to their vote—approximately 150, I am sure, and there may be many more. I do not know actually the figure that was presented to present the other side of the case. We are merely presenting these to show that there were two sides to the case.

The board of supervisors sent these to me as evidence to be used on my part in the case.

Why did they vote 9 to nothing with 1 abstaining? The answer is that this is a Republican area.

Mr. Chairman, I would like to go off the record, if I might?

Mr. BLATNIK. Without objection, it is so ordered.

Mr. WAINWRIGHT. (Discussion off the record).

Mr. BLATNIK. The Chair does not feel that any personal references or political references are pertinent to the facts in the case.

Mr. WAINWRIGHT. They are, sir, because they explain the vote, which requires explanation.

Mr. BLATNIK. If that involves a matter of local politics or personal differences, the Chair will be restrained to state that it is a problem that will have to be resolved back home. If it is a matter of presenting the facts, the committee will be glad to hear them.

Mr. WAINWRIGHT. This, sir, is a matter of presenting facts.

Mr. BLATNIK. If you will answer the question which was asked by Mr. Dondero as to what are the objections to the one proposal and what are the advantages of your proposal, those are facts in which we would be interested.

Mr. WAINWRIGHT. Sir, I am saying that the project was voted 9 to nothing with 1 abstaining, because it is a party position to support the park commissioner, Mr. Moses, and his projects. It is as simple as

that. I am sorry that there was a party position or that politics should become involved. I quite agree with you that it certainly should not.

Now, one final question that you gentlemen apparently do not know unless it was brought to your attention at the hearing which took place the other day, and that is that in May of 1954 the Army authorized the maintenance of this inlet—authorized the maintenance of a channel at this inlet—yet, the principal argument that was presented to you for you to pass this bill was that this was the only way that the channel could be maintained; whereas, it is well known that—unless the Army has changed its policy, and I have here a letter from the Secretary of the Army authorizing the inclusion of this project in the maintenance fund, and I have no letter of revocation of that—the sole purpose of that is to put sand on this Oak Beach which is in a precarious position .

While I have not conformed to my prepared testimony here, you have all the facts except the resolution which I would like to submit to you, sir, together with these telegrams.

The resolution was drafted by the engineers themselves which called for a study of the questions that you have raised and that I have raised. How long it will take them, I do not know, but I cannot see how it would take them over a month or 5 or 6 weeks at the most.

(The matters referred to follow:)

RESOLUTION

Resolved by the Committee on Public Works of the House of Representatives, United States, That the Board of Engineers for Rivers and Harbors, created under section 3 of the River and Harbor Act, approved June 13, 1902, be, and is hereby, requested to review the report on Fire Island Inlet, N. Y., submitted in House Document No. 762, 80th Congress, 2d session, and prior reports, with a view to determining whether any modification of the existing navigation project is advisable at the present time, with particular reference to relocation of the inlet or channel.

THE MASTIC BEACH PROPERTY OWNERS' ASSOCIATION, INC.,
Mastic Beach, N. Y., May 23, 1956.

Hon. STUYVESANT WAINWRIGHT,
Representative, Washington, D. C.

DEAR CONGRESSMAN: The Mastic Beach Property Owners' Association, Inc., is opposed to any action on the Fire Island project at this time, as its value is highly questionable. It is thought that adjacent beaches will suffer if this project is authorized.

Beaches in the vicinity of Mastic Beach, Moriches, and West Hampton are in far worse condition and their need should be given priority.

Sincerely yours,

VINCENT FERRANTE,
Recording Secretary.

NEW YORK, N. Y., *May 24, 1956.*

Congressman GEORGE DONDERO,
New House Office Building, Washington, D. C.:

Fire Island program entered into far too hastily. People in Long Island feel it is unfair to foot bill to save small isolated section, when conditions at Moriches area and Westhampton are far worse. We beseech you that funds be appropriated for Moriches-Westhampton area.

WALTER T. SHIRLEY,
President, Shirley Long Island, Inc.

EASTPORT, N. Y., *May 23, 1956.*

Congressman GEORGE DONDERO,
New House Office Building, Washington, D. C.:

Believe Fire Island program entered into with excess haste, too little consideration. People Long Island area feel it unjust to be required to foot bill to save small isolated section, especially as situation Moriches and Hampton areas far worse. Consideration for this area a must.

EDWARD B. BRISTOW.

EAST MORICHES, N. Y., *May 23, 1956.*

Congressman GEORGE DONDERO,
New House Office Building, Washington, D. C.:

Believe Fire Island program entered into with excess hasts, too little consideration. People Long Island area feel it unjust to be required to foot bill to save small isolated section, especially as situation Moriches and Hampton areas far worse. Consideration for this area a must.

Mr. and Mrs. DONALD E. DRUCKEMILLER.

EASTPORT, N. Y., *May 23, 1956.*

Congressman GEORGE DONDERO,
New House Office Building, Washington, D. C.:

Believe Fire Island program entered into with excess haste, too little consideration. People Long Island area feel it unjust to be required to foot bill to save small isolated section, especially as situation Moriches and Hampton areas far worse. Consideration for this area a must.

EDWARD B. BRISTOW, Jr.,
President, East Moriches Civic Association.

CENTER MORICHES, N. Y., *May 23, 1956.*

Hon. GEORGE DONDERO,
House Office Building,
Washington, D. C.:

Fire Island program should be rechecked. People of Long Island feel it is unfair to spend this money to protect a small section when Westhampton-Moriches area is in worse condition.

CHAMBER OF COMMERCE OF THE MORICHES.

CENTER MORICHES, N. Y., *May 23, 1956.*

Hon. GEORGE DONDERO,
House Office Building,
Washington, D. C.:

Fire Island program should be rechecked. People of Long Island feel it is unfair to spend this money to protect a small section when Westhampton-Moriches area is in worse condition.

MORICHES YACHT CLUB.

EAST MORICHES, N. Y., *May 23, 1956.*

Representative GEORGE DONDERO,
New House Office Building,
Washington, D. C.:

Urge that your committee seriously consider ultimate results before taking further action on Fire Island project. Many unbiased Long Island residents consider this plan to be unwise, impracticable, holding damaging potentials to adjacent beaches. Beaches in Moriches and Westhampton area in extremely critical condition and deemed in much greater need than Fire Island. We favor a properly located and stabilized Fire Island Inlet but disapprove the plan now under consideration.

Capt. E. T. OSBORNE,
President, Moriches Inlet Stabilization Committee.

Mr. WAINWRIGHT. If they come to the conclusion that the suggestions I am making are bad, I will support those other suggestions. In other words, I am interested in the channel.

Mr. ROGERS. Mr. Chairman, I am interested in knowing how this project got to this stage without the Congressman in whose area it is located actually knowing about it?

Mr. WAINWRIGHT. Mr. Rogers, I want you to know that I read in the newspaper about the introduction of this bill, and further than that, I did not know that this committee was holding hearings on this bill until I was asked by a reporter whether I was going to testify.

Mr. ROGERS. What I am wondering about is how it was presented by the engineers without the approval of the Congressman from the area in whose district it is located.

Mr. WAINWRIGHT. I testified before the engineers last fall as to my position on this before General Weaver and the distinguished committee. I am not repeating now anything different than what General Weaver has already heard.

Mr. DONDERO. Did you receive any notice of the hearings on this project before this committee?

Mr. WAINWRIGHT. No, sir.

Mr. DONDERO. That is rather strange, and very unusual. As a rule every member who has a project before this committee is notified as to the time of the hearing on such program.

Mr. WAINWRIGHT. Well, sir, it is not the committee's fault that I was not notified, because the committee had no way of knowing or defining congressional boundaries as to whether it was in my area or not.

Mr. BLATNIK. Off the record.

(Discussion off the record.)

Mr. DINGELL. You did not know the substance of this bill that he introduced, then, until you read about it?

Mr. WAINWRIGHT. No, sir.

Mr. DONDERO. Mr. Chairman, may I inquire and ask this question?

Mr. BLATNIK. Surely.

Mr. DONDERO. Did you or Mr. Becker confer about it, or did you meet with him and talk the matter over before this bill was introduced?

Mr. WAINWRIGHT. Off the record.

(Discussion off the record.)

Mr. DONDERO. I have one more question, Mr. Chairman:

The western boundary of your district is far to the east of where this Fire Island inlet is to be built; is it not? How far east of that does your district extend?

Mr. WAINWRIGHT. All the way to the end of the island, sir.

Mr. DONDERO. So, this project is entirely within your congressional district?

Mr. WAINWRIGHT. Yes, sir; except, as has been explained, some of the sand that would be flowing to the west would benefit the entire area of Long Island shoreline right through to Brooklyn.

Mr. DONDERO. Then, how did it come about that Mr. Becker introduces this bill instead of yourself?

Mr. WAINWRIGHT. Well, I think maybe the chairman of the New York State Park Commission, Mr. Moses, could answer that better than I could.

Mr. BLATNIK. Mr. Wainwright, just to get the facts clear again—I thought I had it clear, but I have lost it completely now—although the channel is in your district, I understand that the project that Mr. Becker proposed would merely use the material that is in the channel if the channel is deepened?

Mr. WAINWRIGHT. I can show you better, sir, on the other map.

Mr. BLATNIK. Also, that the sand would be dumped in order to reinforce the other beaches that are eroding?

Mr. WAINWRIGHT. No, sir.

Mr. BLATNIK. No sand would be taken off the island proper?

Mr. WAINWRIGHT. I wish General Weaver would look at this because he can correct me if I am wrong. I think he realizes, however, that I have a fair understanding of this.

The sand would be dredged by what is known as the westerly littoral drift in this area. Again, as Mr. Dondero asked about this area to the east, it is also wholly in my district, with sand coming down this way, and from this area [indicating]. Incidentally, I remember when these people testified about their erosion problems and they came here and complained about it. They feel bitterly about sand being taken from here.

Mr. BLATNIK. Who removed the sand?

Mr. WAINWRIGHT. The sand is being removed in two ways: one by the natural drift and, secondly, by a dredge or reservoir which was not recommended.

There would have to be some form of trap or other because a pump is being placed here, and the pump is going to pump sand through the channel and put it on this feeder beach.

Mr. ROGERS. Are both of the feeder beaches in your district?

Mr. WAINWRIGHT. Yes, Mr. Rogers. It will then go to this beach here [indicating], but the purpose of this is to have the sand drift into Oak Beach which is the critical beach. Is that not right, General Weaver?

General WEAVER. I wonder, Mr. Wainwright, if you would like to have me explain the project a little more in detail?

Mr. WAINWRIGHT. Yes.

General WEAVER. You remember the other day when I testified, I spoke of the comprehensive longer range plan and a shorter range plan.

The first, or the comprehensive plan, which I think Mr. Dondero and Mr. Rogers or someone asked me about, contemplated this artificially created sand reservoir just to the east of this jetty at Democrat Point. However, that plan was not recommended because of the difficulty in determining its long-range effects, and whether it would function properly and also because of the longer time involved. The shorter range plan was recommended. The short range project which was recommended in the report contemplates the removal of the sand on these shoals which were forming in the inlet westward of this jetty. These are the shoals about which Mr. Wainwright has spoken as gradually growing westward, and which might eventually close this inlet.

The first element or the first increment—there were three increments in this project, each one to take a period of 5 years and then 5 years later there would be another one. The first increment consisted of about 2 million yards of sand taken from this shoal by pipeline dredge, and 500,000 yards would be placed by pipeline right on this Oak Beach. Another 1,500,000 yards would be placed over on what they call the

feeder beach, and then about 5 years later that work would be repeated and, maybe, some more sand put on Oak Beach.

Mr. ROGERS. Where is your flow of sand now?

General WEAVER. The whole flow along this section of the coast, Mr. Rogers, comes down from the east toward the west, that is in this area we are looking at here. So, by utilizing this type of feeder beach, the plan would work, and it is cheaper to let nature push that sand on down the coast, and distribute it properly than to try to distribute it in separate parcels.

This point (Democrat Point), as I said the other day, has moved from away over here to here, or about 4 miles to westward within the last 125 years. That is the natural process by which beaches are formed, and reformed.

The big factor at this time in dredging this quantity of sand on this shoal is that it widens this inlet and gives a greater area for the tidal flow to go back and forth through the inlet, and take away the pressure of the tidal flow against this very narrow and critical section of the beach in here at Oak Beach.

This channel which Mr. Wainwright says was authorized actually was a navigation project authorized by Congress in 1950 for a channel through this inlet 10 feet deep and 250 feet wide. However, the engineers never did get around to dredging the channel because nature created one shortly after 1950, I believe it was.

Mr. WAINWRIGHT. It was after the great storm in 1953. It was after the big hurricane which we had.

General WEAVER. It was in 1953 before any dredging was undertaken, and nature broke through and made a channel which conformed with those project dimensions although it was not in the exact place where we would like a channel because it was toward the north shore and it also has a kind of an S shape as it enters the inner bay.

Mr. ROGERS. General, maybe you have not made enough study to know, but could you tell us—if you put in an inlet elsewhere instead of trying to use this inlet—would it have a tendency to be more permanent than this particular improvement?

General WEAVER. It depends upon how permanent you make the project. Actually, in our report—in the Beach Erosion Board report—we recommended that a model be made in connection with any review of reports for navigation purposes.

But, you see, the basic reason for this report was not navigation. It was beach erosion control.

Mr. ROGERS. It is possible that you might be able to put in a channel which would be permanent and you would not have to come back every 5 years and do all of this pumping all over again?

General WEAVER. You might not at that time, but construction of a new inlet is not a simple thing to do because of the problems mentioned in the letter of the district engineers in 1947. There are other interests involved. The model study in itself is a time-consuming operation and would take a couple of years to accomplish, the same as the comprehensive plan for this project.

The second phase of the comprehensive plan embodied a model study which we feel would take 3 years to finish, and even then the

results might be inconclusive because of the shifting nature of the beach.

Mr. ROGERS. That has been growing at the rate of 245 feet a year, I believe?

General WEAVER. I think that is what Mr. Wainwright said.

Mr. ROGERS. How long will it take it to entirely close up the inlet, in your opinion?

General WEAVER. I do not know how soon it would be. There is a hopper dredge going back in there in July, I believe, to shave off some more of the shoal. The dredge was in there last October also. The present inlet was dredged last October and there will be more dredging this summer. Such maintenance dredging will have to be repeated over and over.

Mr. RODGERS. It is a continuous process, in other words?

General WEAVER. Yes; and not a very satisfactory way of handling the maintenance instead of taking a big bite at one time.

Mr. HULL. The principal purpose of this bill, as I understand it, is to protect that stretch there at Oak Beach; am I correct?

General WEAVER. The principal purpose is actually to correct not only the problem at Oak Beach, which is the most serious one at the moment, but also to restore the shore and protect it against erosion which is going on all the time below here.

There is a deficiency in natural sand supply to this area now, because the sand is being lodged in this inlet instead of going on down shore where it would normally go.

Mr. HULL. Let me ask you this question: Would there be some other way of protecting those two stretches of beach about which we are concerned?

General WEAVER. This [Oak Beach] is really the critical one, and the protection of that would be extremely expensive. We did not make any estimate of the cost of it, because deep water exists right up to within a few feet of the shore. The shore goes right off into very deep water.

It would be very expensive to put any groins out there because of the deep water and you cannot hold any material down there without groins or bulkheads or something else of that nature, which is very expensive.

Mr. WAINWRIGHT. Could I answer your question?

Mr. HULL. Yes.

Mr. WAINWRIGHT. I have obviously been there many times, through and over this entire area. The park commission has never looked upon groins as a satisfactory answer to the problem. Whether that is right or not, that is an engineering decision, and I do not know the answer.

One of the things that I meant to say in answer to your question is that that particular area—the eroded area of Oak Beach—is not a Federal responsibility in my opinion; I am not sure, in other words, that it is a Federal responsibility. The channel is, but whether that is a Federal responsibility or not is actually subject to serious question. No. 1, it could be maintained by the State, and the parks commission, who have had funds appropriated to them, which was in answer to the question which Mr. Dondero was asking some time ago. The State does have funds, and the county does have funds, and the park commission does have funds but obviously Uncle Sam has a lot more.

Mr. ROGERS. You say it will be difficult to put groins in, but how can you get that sand to stay there if it is 30 or 40 feet deep?

General WEAVER. There would not be any use at all in putting sand on there under present conditions because its behavior would be just like what happened in 1946 when the State put some sand on the area a little bit farther east, and it disappeared within a very few months. I think the sand disappeared about as fast as it could be put there. Therefore, in order to hold the sand you could either place it in conjunction with construction of groins, which would be very expensive, or else do something in the channel to relieve that pressure of the tidal current by creating a wider channel farther away from the beach.

Mr. ROGERS. But even still you would have to put groins there; would you not?

General WEAVER. No, sir; the engineers do not feel it would be necessary when you take this much material out of the channel. When you take that whole area out here, you have greatly enlarged the space through which the tidal current can flow, thereby reducing the velocity of currents against the shore.

Mr. WAINWRIGHT. May I say that this has come up periodically, as General Weaver knows, and probably over all the time during which he has been an engineer in dealing with this problem.

The first study I found was made in 1704, and a similar problem was raised. However, back at that time it was the other side of the existing lighthouse. This land has been built up here as park land and taken by the park people up there instead of the Federal Government, although I am not sure why, and it falls into such a position that obviously this thing is allowed to go along and along and along. The only reason that you have this area here is because it never has been allowed to close as it did in the early 1700's. In other words, it broke through at other places, successively farther down the area.

Mr. MACK. General Weaver, I understood from Congressman Wainwright's statement that part tof the benefits from this project will go to private interests; is that correct?

General WEAVER. This shore area is all publicly owned from here [indicating] right straight on over to the point where Jones Inlet is located, 15 miles away. It is all publicly owned.

Mr. WAINWRIGHT. I do not know the exact number, but there are any number of private homes along there.

Mr. MACK. I thought you were raising the supposition that it might be beneficial to private property owners.

General WEAVER. In going over this report I notice that there were some homes down in here [indicating], and at other places which are on land leased from the State or town—the underlying ownership is in the State or town.

Mr. MACK. According to the newspaper editorial which you submitted, the county is paying one-half of the local interest cost for carrying out this project, which is $500,000. Is the county from which the sand comes the county which will receive the benefit? In other words, is that one and the same county?

Mr. WAINWRIGHT. They are, and they are not. The answer is that the county line is about here [indicating]. Here is the county line here.

Mr. MACK. Which county is putting up the $500,000?

Mr. WAINWRIGHT. This county.

Mr. MACK. The county from which the sand comes, and not the county that get the benefits?

Mr. WAINWRIGHT. That is right.

Mr. MACK. And it is all State property that is benefiting from this project?

Mr. WAINWRIGHT. I have just learned that because there are private homes there——

Mr. MACK. The county iself owns none of the beach?

Mr. WAINWRIGHT. No, sir.

General WEAVER. The town of Babylon actually owns three of these parks up in this area.

Mr. WAINWRIGHT. In the original financial plan, in which there was local participation, the plan involved the town of Babylon to which General Weaver has referred, the town of Brookhaven, and the town of Islip, which were the adjoining towns, and they were going to put up the money for this project.

The town boards voted it down with the exception of the town of Babylon, which owns this area here [indicating], which is a very seriously threatened area, and I do not deny that. They voted for it, but the other town boards voted it down and then the park commission changed the proposed financing to put the burden on the county as a whole instead of on the townships. That is one of the reasons why I am objecting, because this area, as you can see, is 100 miles long, and people 100 miles away from this are paying for having sand put on this beach, or if you want to drift farther down, it would even involve Nassau County.

Mr. BLATNIK. Congressman Wainwright, do you have any further statement?

Mr. WAINWRIGHT. No, sir. Are you through with me, Mr. Chairman?

Mr. BLATNIK. If there are no further questions, we thank you very much.

Mr. WAINWRIGHT. Thank you, Mr. Chairman and members of the committee.

Mr. BLATNIK. We are running a little overtime, but I would like to cover as many of these projects as possible before we adjourn.

Off the record.

(Discussion off the record.)

Mr. BLATNIK. General Weaver, could we proceed with the other projects?

General WEAVER. Yes, sir.

SHORE OF MANITOWOC COUNTY, WIS.

Mr. BLATNIK. The first project which we will take up on this list is the one at Manitowoc, Wis., which involves beach erosion control and is contained in House Document No. 348 of the 84th Congress.

General Weaver, that is correct; is it not?

General WEAVER. That is correct, sir.

Mr. BLATNIK. Will you proceed, General?

General WEAVER. Mr. Chairman and gentlemen, this project covers a cooperative study with the State of Wisconsin, represented by the State highway commission and the city of Two Rivers and the city

of Manitowoc, Wis. It was authorized under the River and Harbor Act of July 3, 1930.

The report has not been published. There is no existing beach erosion project in this vicinity.

The project is located in Manitowoc County, Wis., which is about 70 miles north of Milwaukee, Wis., on the shores of Lake Michigan.

The stretch involved in the study area is about 9.5 miles extending from Two Rivers on the north through Manitowoc at the south. Of this 9.5 miles stretch 77 percent is publicly owned.

The erosion problem here is tied in with the vulnerability of lakefront bluff areas to wave attack particularly during the high lake stages. The supply of sand for forming natural protective beaches is generally inadequate, and the bluff areas have a general history of erosion. The local interests have already done considerable protective work, as indicated by these orange-colored marks; that work consisting of rubble and riprap revetment and dumped stone in here, and various groins and other structures along here, some of which have been effective and some have not.

The more serious part of the problem exists in this stretch between the two cities, between Two Rivers on the north and Manitowoc on the south. There is a State highway—Highway No. 42—which borders the shore and a State park between the highway and the shore. The highway commission naturally desires to have the highway protected, and the State officials desire to have the park protected.

The shoreline has had some history of accretion north of the harbor at Two Rivers, but right in this area between Two Rivers and Manitowoc there has been a general recession of the shoreline of about 200 feet maximum within the last 80 years.

The district engineer in solving the problems divided the coastline up into 13 sections, and in 3 of these only were remedial works found economically feasible. The sections marked "D," "E," and "F," total about 9,550 feet of frontage, and the construction of a stone revetment along the banks at these 3 sections to give the protection needed for the highway and for the parkway is proposed. Such construction should afford protection against the stages of the lake which might be reached in any 20-year period.

The first cost of the protection for these 3 sections is $148,100, at the 1956 price level, of which the United States share would be $49,400. The annual charges would total $6,550 of which the Federal share would be $1,740.

The annual benefits would be $18,140 overall, and the revised estimate of benefits to annual cost is 2.70 to 1. Requirements of local cooperation would be to obtain the approval by the Chief of Engineers of the plans and specifications for the work, and the other normal beach erosion control type of local cooperation for the assurance of continued public ownership and administration, maintenance of the property, and the provision of lands, easements, and rights-of-way.

The comments: Comment of the city of Manitowoc was favorable. Two Rivers reviewed the report but made no comment—there was no proposed project in their area—and the Wisconsin Highway Commission commented favorably. The Bureau of the Budget had no objection to the submission of the report.

Fairhaven Beach State Park, N. Y.

Mr. Blatnik. The next project is the Fairhaven Beach State Park, N. Y., House Document 134, 84th Congress.

STATEMENT OF GEN. THERON deW. WEAVER, CORPS OF ENGINEERS—Resumed

General Weaver. The cooperative study Fairhaven Beach State Park, N. Y., was authorized under the Rivers and Harbors Act of July 3, 1930, and was published in House Document 134, 1st session of the 81st Congress.

There is no existing beach erosion project in the area. The project is at the eastern end of Lake Ontario about 15 miles west of the city of Oswego, N. Y. It covers the shore frontage of a New York State park of 816 acres. There is about a mile and a half of shore frontage. It is divided, as into three sections. One, the west beach area of 2,700 feet, then a high bluff section separating an easterly section over here. There has been a long history of erosion. This park is a very popular beach with the people in New York. There is an existing navigation project at Little Sodus Bay. There is a jettied harbor entrance and breakwater built by the Government and the State has constructed an extension of a breakwater here and protective works along here. [Pointing.]

However, this westerly beach is being lost. The outlet from Sterling Pond is submerged at the highest stages of the lake water and blocked with sand at low stages.

The problem consists primarily in restoring and improving the westerly beach area. There is a solution proposed for the other areas, but only work in the westerly area is recommended at this time.

The beach is being lost at a very rapid rate. Much of it has been lost in the last several years. Practically all will be gone in another 25 years. The solution proposed and recommended in the report for the west section is to place about 71,000 cubic yards of sand on the beach, to alter the easterly groin, to build a new groin at the west limit of the fill and to modify existing outlet structures from Sterling Pond. That will provide a fine beach and in fact restore the original beach with an increase in area over that of the original beach.

The first cost of this project is $339,500 at 1956 price levels. Of this amount, $113,200, or one-third, is the United States' proposed share. The annual charges would be $18,400; $4,000 will be Federal. The annual benefits are estimated at $54,700, which gives the benefit-to-cost ratio of 2.96 to 1. The normal terms of local cooperation are required, namely, that the recommended plan be adopted, that the Chief of Engineers approve the plans and specifications, provision of lands, easements and rights-of-way, and assurances that harmful pollution of the water will not be permitted that public ownership and administration will be continued.

The State of New York commented favorably on the report. The Bureau of the Budget made no objection to its submission.

Connecticut Area 9

Mr. Blatnik. The next is Connecticut area 9 (beach erosion control, House Document 394, 84th Congress.

General WEAVER. This project is covered in a report on a cooperative study made in cooperation with the State of Connecticut and covers the area from the East River over to New Haven Harbor. The report has not been published yet. There is no existing beach control project in this area. The study area is located on Long Island Sound. The total frontage is about 29 miles, which consists generally of irregular shoreline and rocky headlands.

The littoral transport of the sand is generally from the west to the east. There has been a history of erosion and a lack of material for the beaches in this area. There are no particular Federal works affecting the beach erosion in the area but an existing navigation project for New Haven Harbor includes breakwaters offshore.

Mr. ROGERS. Did I understand you to say that there was or was not a report?

General WEAVER. Not published. The report is in, but it has just recently been submitted and has not yet been published.

The local interests have constructed many and various types of bulkheads and seawalls. There is a series of communities all the way along. It is a popular area for summer cottages and things of that nature. There are many low walls and riprap revetments. One principal problem is the protection of the area just to the east of what they call Lighthouse Point. In connection with dredging of a Federal navigation improvement in New Haven Harbor in 1949, about 168,000 cubic yards of sand fill was placed in that area.

Reported storm damages for the East Haven shore alone amount to about $335,000 since 1950.

There are actually two projects involved in this report, one at the Lighthouse Point area and another over on the eastern end of the study area at Guilford Point, on the East River, which forms the east boundary of the study area.

The local interests desire determination of the best methods for the improvement and stabilization of the shoreline and which sections are desirable for improvement. At the Lighthouse Point area works to retain fill previously placed in 1949 and improve it for recreational purposes is desired.

At Guilford they would like to have the beach improved. The division engineer developed plans which covered six locations within the study area. Three of those areas are privately owned and are therefore ineligible as Federal projects, but the solutions are given in the project document, and work at another location was not economically justified and therefore not recommended. At two locations, the plans developed were economically justified for public property and recommended—these being at Guilford Point on the east and at Lighthouse Point on the west.

The project at Guilford Point on the east is actually to construct a short groin, 300 feet long, and to place sand in this area to restore the beach.

I may say that plan will create a beach about 400 feet long and about 125 feet wider than it is now, and the sand which is to go on that beach is to actually be obtained at no cost from another dredging project; a navigation project, which is to be carried out this summer at Guilford Harbor.

The State of Connecticut has already made plans for the construction of the groin in order to take advantage of what you might call free sand for this beach erosion control project in this area.

At Lighthouse Point the only recommended item in the project is to construct a groin from this point here to some rocks out here. That groin would be 380 feet in length. We feel that these two construction works will provide improvements which are desirable and economically justified.

The first cost of the project at Guilford would be $18,000 total, that is, for this groin, of which the Federal share would be $6,000.

The first cost at Lighthouse Point also is $18,000, of which the Federal share would be $6,000.

The total annual charges would be $1,850 for the 2 projects, of which the Federal share would be $400. The annual benefits for Guilford would be $4,200 and for Lighthouse Point $1,400.

The ratio of benefits to cost for Guilford is 3.8 to 1 and for Lighthouse Point 1.9 to 1, giving an overall for the 2 projects of 3 to 1.

The usual terms of local cooperation for beach erosion control type projects are required; namely: to obtain approval by the chief of engineers on plans, specifications and work arrangements, to provide the necessary lands, easements and rights-of-way, and to assure maintenance of the protective measures that no pollution of the water harmful to bathers will be permitted and that the projects will continue under public ownership and administration for public use.

The State of Connecticut is favorable to the project, and as I said, has actually gone ahead to construct the Guilford Point groin this year in order to take advantage of sand from the dredging project for Guilford Harbor.

The Bureau of the Budget makes no objection to the submission of the report.

Mr. BLATNIK. Thank you very much.

(Statement by Mr. Cretella follows:)

STATEMENT OF ALBERT W. CRETELLA, THIRD DISTRICT OF CONNECTICUT, BEFORE HOUSE PUBLIC WORKS COMMITTEE, RE CONNECTICUT AREA 9 BEACH EROSION CONTROL STUDY, EAST RIVER TO NEW HAVEN HARBOR

Mr. Chairman and members of the committee, I am pleased to have an opportunity to speak on behalf of the residents of my district who reside in area 9 concerning the need for beach erosion control projects there.

As has been so ably pointed out by General Weaver, this section of the Connecticut shoreline covering 11 miles is heavily populated, both by year round residents and thousands of people who come to Connecticut to enjoy her facilities during the summer season.

Lighthouse Point Park, located just outside the city of New Haven on the eastern tip of the main harbor, has always been a popular place for swimming, boating and beach enthusiasts in the general New Haven area.

As I have pointed out to this committee in the past, the Connecticut shoreline of late appears to be in the direct path of coastal hurricanes and abnormal weather conditions. Beaches all along this section have been taking a tremendous beating and the toll of erosion is evident. Connecticut has one of the most picturesque, natural and unspoiled shorelines in the East. Local authorities and residents have continually expressed a willingness to bend every effort to keep our shores beautiful. I am grateful that the Beach Erosion Board and the Corps of Engineers have sympathized with our plight and given their favorable recommendation that construction be effected at Lighthouse Point Park and that the Bureau of the Budget has raised no objection. As pointed out in the Board's

findings the benefit-cost ratio for this project is 2.6 to 1. The current Federal share in the completion of the recommended 380-foot impermeable groin is only $6,000, the remaining $12,000 cost to be borne through State and local sources. This sum is indeed small in comparison to other projects, but totally acceptable if it can assure the residents of the New Haven area continued and adequate recreational facilities.

Recommendations were also made in area 9 for the widening to 125 feet of Guilford Point Beach by placement of sand fill and the construction of a 300-foot impermeable groin. Guilford Point is also an extremely popular beach and its preservation is essential for recreation. All throughout general area 9 we have been witnessing over past years a gradual erosion of the rocky headlands which once supplied material to the adjoining beaches. The breaking down of this material has led to broken down beaches, badly eroded through the forces of wind, water and tides. The project at Guilford Point Park also has the concurrence of the Beach Erosion Board, Corps of Engineers and the Budget Bureau. Like the Lighthouse Point project the Federal share is $6,000 out of a total cost of $18,000.

The incentive and the active participation by the people in this area in keeping our beaches beautiful is exemplified by the starting of construction of a groin in Guilford Point by local citizens so that dredging material from Guilford Harbor can be carried to the beach in time for the dredging operation which commences this summer. This initiative by local interests has prevailed in Connecticut in attempts to save our beaches where Federal assistance was delayed or unauthorized.

It is indeed unfortunate that the many fine beaches in East Haven, Conn., in this area were declared ineligible for Federal aid. I refer specifically to Momaguin, Silver Sands, West Silver Sands, and Shell Beach which were excluded from favorable action because they are privately owned.

As the members of this committee may recall, last February I spoke in behalf of H. R. 4470 and other bills which would give Federal assistance to the many privately owned beaches in the country in the plight against erosion and deterioration. Erosion boards have been organized in many districts in the State which can now, by law, petition the State for funds on a matching basis.

The town of East Haven, I might add, has already appropriated over $220,000 toward this end. I hope that Congress will act soon and favorably on legislation to provide Federal funds for privately owned beaches and thus render some badly needed assistance to those in towns such as East Haven who are faced with the depreciation of their properties from beach erosion.

Oceanside, Ocean Beach, Imperial Beach and Coronado, San Diego, County, Calif.

Mr. Blatnik. The next project is located in San Diego County, Calif. It is a beach erosion control project, and is contained in House Document 399 of the 84th Congress.

Will you please proceed with this project, General Weaver?

General Weaver. Mr. Chairman, this San Diego County report is one of a series of reports in the State cooperative study sponsored by the State of California, authorized under the Rivers and Harbors Act of July 3, 1930. The report has not been published, and there is no existing beach erosion control project in this area.

San Diego County is this area of California at the very southern end of the State, and borders on Mexico on the south. It has 70 miles of shore, 24 of which are in beaches suitable for recreation, and 12 miles of these beaches are publicly owned.

I think it will be much simpler to present the overall problem here by taking each project up separately and carrying right through rather than to get your minds distracted by going up and down the coast and attempting to cover all of them at one time.

Oceanside, Calif.

On the north is Oceanside, which is located right in here and which is bordered on its north by Camp Pendleton, the Marine Corps installation. This is just south of the Pendleton Harbor which was dredged during World War II. There are 3 miles of ocean front of which 2 miles is owned by the city of Oceanside.

After the construction of the jetties for Camp Pendleton Harbor during the war, the jetties stopped the flow of sand from the north and therefore caused the severe erosion of the beaches in front of Oceanside. The city naturally desires that the condition there be remedied. They also at one time were considering a small-craft harbor in this area but that is subject to a separate study.

They have suffered about $520,000 worth of damages.

The solution proposed in the report is to place 900,000 cubic yards of sand in this area right in front of the city on the publicly owned shore front. That will create a beach about 200 feet wide and 10,000 feet long. Thereafter, it would require periodic nourishment.

The initial cost of this particular work at Oceanside would be $540,000 of which the Federal share would be $180,000. The annual charges would be $43,000 of which $6,300 would be the Federal share. The annual benefits are estimated at $102,800, and the ratio of benefits to costs is 2.4 to 1.

Ocean Beach, Calif.

At Ocean Beach, which is down here just north of San Diego, they have a slightly different problem. This is located between Mission Bay entrance—this body of water here—and the headland north of San Diego Bay.

Ocean Beach itself is a community of 35,000 population, and has a half mile of publicly owned shore front. It is owned actually by the city of San Diego.

There were three jetties built up here at the Mission Bay entrance. The San Diego River comes down in here. So they have a flood channel, you might call it, coming out here. Before the construction of these jetties, the city itself had suffered about $125,000 worth of damages.

However, subsequent to the construction of the jetties, the beach has reoriented itself in this particular area. The area in front of the city on the publicly owned shore has been starved; whereas, the sand has moved up in this direction (north). The problem there, of course, is to improve and protect the existing beach and shore properties. The solution proposed is to actually form a beach about 200 feet wide and about 1,700 feet long in this area by placing 250,000 cubic yards of sand fill on it obtained from the Mission Bay project, and constructing a jetty or groin at this point to hold that sand fill from going on up north. This work has already been accomplished. In other words, the city of San Diego has gone ahead and constructed the groin and the sand fill has been placed, and it was all done last June. So in this particular case, Mr. Chairman, the committee might wish to include any authorized project the same provisions that were in the 1954 act to take cognizance of the construction which as been accomplished, and which has been approved by the Engineers in this area after the fact.

The Board actually saw it, and approved it last summer. The work had to be done ahead of time in order to take advantage of dredged material coming out of the dredging operation at Mission Bay inlet.

The actual solution includes this 250,000 cubic yards of sand at no cost to this project and a stone groin 530 feet long and about 5,000 cubic yards of sand annually for nourishment.

The initial cost is $34,500 of which the Federal share would be $11,500.

The annual charges are $4,600 and the Federal share of that would be $400. The anuual benefits would be $5,300 and the ratio of benefits to cost would be 1.15 to 1.

Imperial Beach, Calif.

Imperial Beach is the next project further south on the coast, and is almost down to the Mexican border. This area right in here covers the project which has been proposed, It is only 3.5 miles from the United States-Mexican border. There is 1.3 miles of shore owned by the county there, and 600 feet of shoreline there is owned by the Navy. The Navy has a radio station there. The only protective structures in the area are steel sheet piling bulkheads in front of the 600 feet of the Navy installation, and a little dumped rock down in front of the city-owned restrooms, and lifeguard stations.

The problem is to correct the continuing erosion in that area which amounts to about 100,000 cubic yards of sand loss per year. They suffered $25,000 worth of damages in 1952.

The local interests desire the provention of erosion and the restoration of the former width of its recreational beach. The Navy would like to see its seawall protected.

The solution proposed by the district engineer in the report calls for the construction of 5 groins, the longest one being up here at the edge of the Navy radio station on the north boundary, 600 feet long, and 4 other groins each about 400 feet long, and separated by about 1,000 feet between groins.

The littoral drift in this area is from the south to the north. So, the longest groin—the one at the radio station—should be built first, and then allowed to fill naturally and then gradually build the others.

It would take about 5 years to complete the project in this manner but to fill the groins by artificial placement of sand would be too expensive to justify at this time.

The first cost of this project is $244,000 of which the United States' share would be $96,800, and the annual charges would be $12,600. The United States' share of the annual charges would be $3,400. The ratio of benefits to cost is $1.36 to 1.

Coronado, Calif.

The other area is at Coronado, not on the ocean but facing the San Diego Bay. This is not recommended in the project, because the frontage in here is entirely privately owned. The study proposes a solution to the problem for the private owners at that location. There is 1,900 feet of shore front consisting of a clay bluff. And it is being eroded by not only the natural wave wash but also from ship-generated waves. These owners are seeking information as to the best way of

protecting that area, and the report recommends revetment by stone or broken concrete at a cost of about $12 per linear foot. There is no Federal project recommended in this area.

The total overall first cost for the three recommended projects at Oceanside, Ocean Beach, and at Imperial Beach totals $818,500, of which the Federal share would be $288,300. The annual charges would be $60,200, of which the Federal share is $10,100. The annual benefits would be $125,300, giving an overall benefit-to-cost ratio of 2.08 to 1.

Each 1 of these 3 projects is separately justified by its own benefit-cost ratio.

The usual terms of local cooperation are required; namely, to obtain the approval by the Chief of Engineers of plans and specifications and arrangements prior to commencement of the work (except for work already completed at Ocean Beach), provide necessary lands, easements and rights-of-way, and give assurances that pollution of water to an extent harmful to bathers will not be permitted, that the protective works will be maintained and that the project areas will be continued under public ownership and administered for public use.

As I pointed out, it may be advisable, and the committee may feel it advisable, to clarify any authorization for this project by including a statement for retroactive reimbursement of the Federal share of cost for the work done already as accomplished at Ocean Beach which was performed last June and last summer.

The committee may also want to consider in regard to the work which has been done at Guilford, Conn. I feel that such provision may also have some bearing on the work at Guilford Point in the Connecticut area because there the State is going ahead with the design for the construction at that point before the project is ever officially authorized by the Congress.

You may wish to take cognizance of that in your report.

Mr. BLATNIK. Thank you very much, General.

Are there any questions?

(No response.)

Thank you very much, General.

General WEAVER. Thank you, sir.

Mr. BLATNIK. The next witness to be heard is the Honorable Bob Wilson of the 30th District of California.

Congressman Wilson, we are very glad to have you with us, and will be glad to have your statement on these projects at this time.

Mr. WILSON. Thank you, sir.

STATEMENT OF HON. BOB WILSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. WILSON. Thank you for giving me this opportunity to testify with respect to a proposal for the Federal Government to participate in the correction of serious beach erosion projects in San Diego County. The participation is limited to that authorized by Public Law 727, 79th Congress which provides that the cost of such corrective measures will be borne, one-third by the Federal Government and two-thirds by the city, County, and State governments. Of the projects covered by the report made by the Beach Erosion Board and the Corps of Engineers on San Diego County, I desire to restrict my

testimony to Imperial Beach, Ocean Beach, and Coronado, since these are the projects within my congressional district.

With respect to Coronado, it is observed that no Federal participation is recommended because the basic law providing for participation by the Federal Government prohibits participation where the property to be improved is privately owned. Should your committee be disposed to amend the basic law to permit Federal participation on privately owned land, I would urge the favorable consideration of the adoption of the Coronado Beach project for Federal participation.

With respect to the work to be done at Ocean Beach, I am pleased to advise you that subsequent to the time the cooperative study was completed, the work as outlined and as proposed by the Beach Erosion Board has been completed. It is therefore respectfully urged that in the bill which you will report out of this committee provision be made for the retroactive reimbursement to the extent of the Federal share, namely $11,500 be made. It would be, in my opinion, a gross inequity to penalize a political subdivision who has had the initiative to proceed upuon a project of this nature by denying reimbursement to them merely because the project is completed.

Of the existing beach erosion problems in my district, Imperial Beach is undoubtedly the most serious. The Federal share of this project is $96,800. Imperial Beach is a small residential community with several thousand inhabitants. It fronts on a long, narrow sandy, recreational beach, roughly 6,300 feet in length. Approximately 5,700 feet of the southerly section is owned by San Diego County and the northerly section of 600 feet is owned by the Federal Government and occupied by the United States naval radio station. Due to an inadequate supply of beach material, erosion of a gradual nature has reduced substantially the width of the beach. The result has been substantial property damage during high tides to houses on the beach. Every high tide brings additional property damage. It has been estimated that 5 years will be required for the completion of this project due to the fact that 5 groins, spaced at 1,000 feet intervals are proposed. The groins must be built successively from north to south and each groin must be permitted to fill before the next is constructed. Stabilization of the beach will not occur until the fifth groin is completed.

The deterioration of the beach has occurred over a period of several years; however, it appears that as the beach wastes away the rate of annual deterioration increases substantially greater than a direct proportional deterioration. Due to this nonproportional deterioration property damage occurs at greater incidence per high tide. Therefore, the need to commence to take corrective steps is exceedingly great. I therefore urgently request, Mr. Chairman, that favorable and early action be taken by your committee to authorize Federal participation in these projects.

Thank you.

Mr. BLATNIK. Are there any questions?

(No response.)

If there is nothing further, this concludes the hearings on the projects which were set for consideration today. The meeting is adjourned.

(Thereupon, at 12:45 p. m., the subcommittee adjourned.)

RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

TUESDAY, JUNE 5, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RIVERS AND HARBORS
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met, pursuant to call, in room 1302, New House Office Building, at 10:10 a. m., Hon. John A. Blatnik (chairman of the subcommittee) presiding.

Mr. BLATNIK. The Subcommittee on Rivers and Harbors will come to order for further consideration of pending bills and resolutions to be included in the omnibus river and harbor and flood control bill.

We have three colleagues from the great State of Illinois: Mr. Leo Allen, Mr. Chiperfield, and Mr. Harold Velde. I imagine you have been waiting for some time.

There are 4 bills; namely, H. R. 6831 and 3 other identical measures providing for effecting the disposition of the Illinois and Mississippi Canal, and for other purposes. Those bills were laid over at the last meeting, Colonel Allen.

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. Could you give us a brief summary of these bills?

Mr. DONDERO. Before Colonel Allen speaks, I want to comment on the fact that this is the first time within my memory in 24 years that the gentleman from Illinois, Mr. Allen, who is also a member of the Committee on Rules of the House, has ever appeared before this committee. Certainly if he only comes once within 24 years he ought to be given every priority and consideration.

Colonel ALLEN. Mr. Frank Heller, of the Office of the Chief of Engineers, will present this project to the committee.

Mr. BLATNIK. Mr. Frank Heller?

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. Very well. We will be glad to hear from you, Mr. Heller.

ILLINOIS AND MISSISSIPPI CANAL

H. R. 6831, 6778, 7991, 8896, and 11569

STATEMENT OF F. R. HELLER, ASSISTANT CONSTRUCTION MAINTENANCE BRANCH, CIVIL WORKS, OFFICE, CHIEF OF ENGINEERS

Mr. HELLER. Mr. Chairman, the purpose of these bills is to authorize the action necessary to effect the transfer of the obsolescent Illinois and Mississippi Canal to the State of Illinois for public recreational

purposes. The waterway itself was authorized in the River and Harbor Act of 1890. Its construction was started 2 years later and it was open to navigation some 50 years ago. It extends from the Mississippi River at Rock Island and crosses the State of Illinois 75 miles to join the Illinois River at Bureau. There is also a lock and dam and reservoir at Sterling, Ill., to divert the waters of the Rock River to a feeder canal to provide water for lock operations.

The waterway through the entire project consists of 34 obsolescent locks, 2 dams, Sterling and one down here, and also 9 aqueducts to carry the waterway over the natural drainage courses, as well as many culverts and other drainage structures.

The waterway became obsolescent during the last several years and commercial use of the waterway ceased just prior to discontinuance of operations of the canal for through traffic in 1951. Since that time it has been placed in an inactive status and the cost of custodial maintenance has averaged about $80,000 a year.

The project required the purchase of 3,800 acres in fee and 1,400 acres of flowage easements.

Mr. DONDERO. May I ask a question, Mr. Chairman?

Mr. BLATNIK. Yes; Mr. Dondero.

Mr. DONDERO. You said the maintenance cost was $80,000 a year?

Mr. HELLER. That is right.

Mr. DONDERO. Who pays that $80,000 a year?

Mr. HELLER. The United States through our civil-works appropriations.

Mr. DONDERO. If this bill is approved by this committee and we turn it over to the State of Illinois, then the State or whatever municipal unit will take charge of it will take care of the maintenance?

Mr. HELLER. That is right.

Mr. DONDERO. The Government will save a little money by adopting this bill then?

Mr. HELLER. That is right, sir. The flowage easements of 1,400 acres held by the United States are for the most part over the lands covered by the Sinnissippi Lake, which is the lake formed by the Sterling Dam on the Rock River. These flowage easements provide that the right shall continue so long as the overflow exists of said premises from or because of the construction, use, operation, and maintenance of the canal and dam. The acquisition of fee title to these lands which is provided for in section 1 of the bills would enable the Department to convey to the State of Illinois clear title. This would eliminate the question of termination of the easements when the Federal Government ceased to maintain the canal.

The bill would also authorize the expenditure of Federal appropriations in the amount of $2 million for the purpose of placing the canal properties in suitable condition for transfer to the State.

Mr. BLATNIK. At that poont, what do you mean by spending $2 million to place the canal in suitable condition? Does that mean the dam and locks?

Mr. HELLER. That is right, sir. It would provide for the renovation of the Sterling Dam and the altering of the locks and gates on the Rock River at Sterling. It would also provide for the modification of the lock structures.

Mr. BLATNIK. For what purpose? Would it be used for further navigation?

Mr. HELLER. Only for navigation internally. Not through navigation, but merely local navigation within these pools formed by the locks. That would be navigation for craft such as rowboats and other small craft. The bill provides that prior to the undertaking of the work of modifying the canal the Chief of Engineers and the responsible State representatives will enter into an agreement with respect to the details of repair and modification of the canal and the transfer of the properties to the State. The bill also would authorize the Secretary of the Army to convey to the State of Illinois, without further consideration, the property of the canal.

The bill also provides for the transfer of ownership of the railroad bridges—and there are 8 railroad bridges owned by the United States, as well as 66 highway bridges owned by the United States, which we now have to maintain as part of our custodial maintenance.

The Department submitted a report on H. R. 6778 and similar bills introduced in the last session of Congress. The report recommended certain amendments which were incorporated in H. R. 7991 and other bills introduced in this session.

The Department of the Army, therefore, has no objection to the enactment of H. R. 7991.

Mr. BLATNIK. Are there any questions to my right?

(No response.)

Mr. BLATNIK. Any questions to my left?

(No response.)

Mr. BLATNIK. Mr. Heller. The 66 highway bridges and the railroad bridges will be used after all of this is transferred to the State, for public travel. Is that right?

Mr. HELLER. These bridges, Mr. Chairman, will be transferred to the State as is, and also the roads as specifically provided for in the bill. It would be up to the State as to whether they want to remove the bridges and replace them with culverts and land fill.

Mr. BLATNIK. Would you repeat the cost to the Federal Government?

Mr. HELLER. The cost to the Federal Government as provided for in the bill is $2 million.

Mr. BLATNIK. Is that including your $80,000 annual maintenance?

Mr. HELLER. The $80,000, Mr. Chairman, would continue until we actually transferred the property to the State.

Mr. BURNSIDE. Mr. Chairman.

Mr. BLATNIK. Dr. Burnside.

Mr. BURNSIDE. When do you anticipate transferring under this bill to the State?

Mr. HELLER. The transfer under the bill probably could be worked out in a matter of 2 or 3 years.

Mr. BURNSIDE. Why not transfer it then under the bill?

Mr. HELLER. That would merely be the time it would take to get the appropriation of $2 million and actually perform the work desired by the State to place it in condition prior to the acceptance of the property by the State.

Mr. BURNSIDE. These boats going up the canal would be pleasure craft for fishing and things like that. Is that right?

Mr. HELLER. That is right.

Mr. BLATNIK. Mr. Heller, just to clarify the point, the Army suggested an amendment to the original bills introduced by the gentlemen from Illinois. That amendment was incorporated in a new bill which was reintroduced. The new bill we are now considering is H. R. 11569 by Mr. Allen and his colleagues. Does that include the amendment which the Army recommended?

Mr. HELLER. I believe it does, Mr. Chairman. I do not recall the wording of that particular bill, but I believe it is similar to H. R. 7991, on which we made a further report. I could check that very quickly.

Mr. BLATNIK. If you will check that. It is the understanding of the Chair that it does include the amendment and is strongly recommended by the Army.

Are there any further questions?

Mr. CRAMER. I would like to ask the gentleman a question.

Mr. BLATNIK. The gentleman from Florida.

Mr. CRAMER. As I understand it, this $2 million is going to be spent for navigation within the locks themselves and chiefly for recreational purposes. I am very much in favor of getting rid of this dam and these locks, and so forth, but what authority has the Federal Government for spending money for those purposes under these circumstances? There is no interstate navigation involved and it seems to be solely for recreational purposes.

Mr. HELLER. The authority would be in effect as a means of disposal of the project.

Mr. CRAMER. That is very interesting. How far can the Federal Government go in spending money in order to get rid of its property? Is there no limitation on the Federal Government spending money to improve such projects as these when admittedly the result of improving it or the purpose of improving it primarily is for recreational purposes and noninterstate navigation purposes?

Mr. MASON. Mr. Chairman, may I answer that question?

Mr. BLATNIK. Mr. Mason from Illinois.

Mr. MASON. The project today is a white elephant on the hands of the Federal Government. It is absolutely no use for navigation. This $2 million is simply to put back in shape, so that it can be used by the State of Illinois, what the Federal Government has constructed there for maintaining navigation, but which has never worked out. It is simply for the Federal Government to pay to take away from there the building of these dams and all that which would interfere with the State's use of these lands. It is simply the Federal Government undoing what it has already done.

Mr. CRAMER. I appreciate the objective of trying to get rid of this white elephant. I would like to do it too. But the only thing that bothers me is, What legal authority has the Federal Government in this instance for spending $2 million for recreational purposes?

Mr. MASON. Undoing what it has done, which prevents these lands from being used for recreational purposes.

Mr. ALLEN. Mr. Chairman.

Mr. BLATNIK. Mr. Allen.

Mr. ALLEN. Probably the best argument the Government has is that since 1951 it has cost them $80,000 a year. To keep it going at a cost of $80,000 a year for 5 or 6 years it runs up to $500,000. If they continue it will cost them $80,000 a year indefinitely. That is the pur-

pose of spending the $2 million. A nonpartisan committee of the legislature in the State of Illinois worked on it 3 years and before the State of Illinois is finished with this it will cost them approximately $3 million.

The justification is that since 1951 it has been costing $80,000 a year.

May I make another explanation in respect to 11569. That is the identical bill Mr. Chiperfield and Mr. Mason and others introduced. The reason why I have just brought this in as a similar bill to those is because 90 percent of this is in my district. That is the only reason in the world why I have offered H. R. 11569, which is in keeping with the desires of the Engineers.

Mr. HELLER. I might add one thing in response to Mr. Cramer's question. I should point out if the State of Illinois did not take over the canal it would cost the United States or the Corps of Engineers approximately the same amount, that is, $2 million, to place the structures in condition for abandonment of the project. In other words, it would cost us about the same amount to dispose of it if the State did not take it over.

Mr. CRAMER. Is it definitely the intention of the Corps of Engineers to get rid of the property?

Mr. HELLER. Yes, it is.

Mr. CRAMER. I can obviously see there would be some saving. What would you have to do if it were disposed of to other than the State of Illinois in the way of expenditures?

Mr. HELLER. It would require the Corps of Engineers to remove all of the highway bridges and replace them with land fill and culverts. That alone we estimate would cost $1,600,000 to take care of the 66 bridges crossing the waterway. Of course, most of the way it is an artificial cut and it would be necessary to do that work before we left the property and disposed of the land to whoever would desire to purchase it.

Mr. CRAMER. The main thing which disturbed me is in effect spending $2 million for recreational purposes. I did not realize that Congress had the authority under these circumstances to spend money for that purpose.

Mr. BLATNIK. Mr. Cramer, I think I am correct—and you can check me on this—it is not that the Government will authorize the Corps of Engineers to spend $2 million for recreational purposes, but approximately that amount of money will have to be expended to fix the dams and remove the locks and perhaps primarily for the safety features. Even if the Government wanted to abandon the project it would have to make certain repairs, alterations and removals in the interests of public welfare and safety. Its use then for recreational purposes is incidental.

Mr. ALLEN. We must bear in mind first of all that it is a strip of land about 26 miles long that is very narrow. These immense locks and ways and many bridges go over it. It is immense, but it is very narrow. It is only 30 or 40 or 50 feet wide in certain places.

Mr. HELLER. Yes. It is roughly 50 to 80 feet. That is the waterway itself.

Mr. HULL. I would like to ask a question.

Mr. BLATNIK. The gentleman from Missouri.

Mr. HULL. Would the Government be clear out of the business if these bills should happen to pass and then they will not be coming

back to this committee for the Federal Government to spend several million dollars more to keep it up for recreational purposes?

Mr. HELLER. No, sir. The State of Illinois has already passed a law specifically authorizing the State conservation department to accept the canal after it has been modified with this expenditure of $2 million. The bill specifically states in it that upon the transfer the United States will no longer be obligated.

Mr. HULL. From now on?

Mr. HELLER. That is right.

Mr. DONDERO. May I ask this question?

Mr. BLATNIK. Mr. Dondero.

Mr. DONDERO. Mr. Heller, suppose we do not adopt any of these bills? Will the Federal Government be required to spend $2 million to put the project in proper condition, or about that amount?

Mr. HELLER. It would be necessary for the Federal Government merely to keep it in custodial maintenance until Congress specifically authorizes the abandonment of the project as such.

Mr. DONDERO. We would not be required to spend the $2 million to put the property in condition. Is that my understanding of what you say?

Mr. HELLER. That is right. It would not require us to spend the $2 million to prepare for abandonment until Congress specifically authorized the abandonment of the project.

Mr. DONDERO. But we would still be compelled to spend $80,000 a year on maintenance?

Mr. HELLER. That is right, sir, and in a few years that cost would probably go up considerably as the project further deteriorates.

Mr. ROGERS. Mr. Chairman.

Mr. BLATNIK. The gentleman from Florida.

Mr. ROGERS. Why is it necessary to do away with the bridges and put fill in there?

Mr. HELLER. It probably would not be necessary to do away with any of the bridges until they reached the point where it is no longer economical to maintain the old bridges.

Mr. ROGERS. I wondered if it was necessary for the Government to spend all that money. Why can we not grant it to the State now without the expense of $2 million?

Mr. HELLER. In our series of negotiations with the State representatives they clearly indicated they are not interested in accepting the canal unless we placed it in a condition reasonably suitable for their use.

Mr. ROGERS. Thank you.

Mr. BLATNIK. Are there any further questions? Mr. Allen?

Mr. ALLEN. I have no further questions.

Mr. BLATNIK. Do you have a statement to make?

STATEMENT OF HON. LEO E. ALLEN, A MEMBER OF CONGRESS FROM THE STATE OF ILLINOIS

Mr. ALLEN. It is the same thing as the old canal we have down here. It was put in for use as a waterway and they hoped for industrial purposes. Now it is not feasible financially to have industrial boats going

up there. The use is not there, according to the engineers. I think they made a great survey on it. It is just like the old canal we have down here whose purpose originally was for boats for commercial purposes and it just did not develop.

Mr. BLATNIK. Mr. Mason, do you have anything further to say?

Mr. MASON. I do not think I have anything more to say. It is a white elephant is the only thing I can say. I think it would be a good business proposition to get rid of it.

Mr. BLATNIK. Mr. Chiperfield?

Mr. CHIPERFIELD. I have no statement. Thank you very much, Mr. Chairman.

Mr. BLATNIK. Mr. Velde.

STATEMENT OF HON. HAROLD H. VELDE, A MEMBER OF CONGRESS FROM THE STATE OF ILLINOIS

Mr. VELDE. I want to say that I want to concur in what Mr. Mason said. It would be a saving to the Federal Government to spend $2 million now to avoid paying indefinitely the cost of maintenance, which amounts to $80,000 a year. I just think it is a very good project.

I would like to insert two favorable letters.

Mr. BLATNIK. Thank you very much, Mr. Velde, you may do so.

(The letters are as follow:)

STATE OF ILLINOIS,
DEPARTMENT OF CONSERVATION,
Springfield, June 6, 1956.

Hon. HAROLD H. VELDE,
House Office Building,
Washington, D. C.

DEAR CONGRESSMAN VELDE: The Department of Conservation has a logical interest in the proposed rehabilitation of the Illinois-Mississippi Canal and Lake Sinnissippi for recreational purposes and recommends favorable action on H. R. 11569, which would provide for said rehabilitation and ultimate transfer of the property to the State of Illinois.

The Illinois-Mississippi Canal (commonly referred to as the Hennepin Canal) has served the people of northern Illinois for many years as a desirable fishing, picnic and boating resource. Since the canal has been closed to waterway transportation, but has continued to be an annual financial burden to the Federal Government, it is our wish that the property be converted to recreation and transfered to the State of Illinois for management and maintenance.

Complete abandonment of the waterway not only would result in a terrific recreational loss to Illinois, but also, would cost, in our opinion, far more than the $2 million asked in the bill now under consideration by the House of Representatives. Continued maintenance of the property in its present status not only would be unsatisfactory, but also would result in a never-ending expenditure of upwards of $80,000 a year by the Federal Government. It is our belief that the property, when properly rehabilitated, can be maintained by the Department of Conservation at a reasonably lower cost.

Gov. William G. Stratton and the legislative commission appointed by him to consider the canal proposition concur with us in this opinion.

We respectfully request your early attention and favorable action on this legislation.

Sincerely yours,

GLEN D. PALMER, *Director.*

STATE OF ILLINOIS,
DEPARTMENT OF PUBLIC WORKS AND BUILDINGS,
Springfield, June 7, 1956.

HON. HAROLD H. VELDE,
Representative, 18th District,
House Office Building, Washington, D. C.
(Attention: Chairman, Committee on Public Works, House of Representatives.)

DEAR SIR: On January 3, 1956, the Honorable Harold H. Velde, of Illinois, introduced H. R. 7991, a bill to provide for effecting the disposition of the Illinois and Mississippi Canal, and for other purposes, which was thereupon referred to the Committee on Public Works.

The purpose of the bill is to authorize the action necessary to bring about the transfer of the Illinois and Mississippi Canal to the State of Illinois. The bill would authorize the Secretary of the Army to acquire on behalf of the United States the fee simple title in and to the lands in Sinnissippi Lake created by the Government dam across Lock River between Sterling and Rock Falls, Ill., and over which the United States now holds flowage easements, and in and to all other lands upon which the United States has rights or easements used for the purposes of the Illinois and Mississippi Canal. The Secretary would be authorized further to cause the canal to be repaired and modified to place it in proper condition for public recreational use other than for through navigation. Also, the Secretary would be authorized to transfer railroad bridges to railroad corporations and to convey to the State of Illinois fee simple title to the canal property. The bill would authorize the Chief of Engineers to enter into agreements with State representatives with respect to details of the repair aind modification of the canal and the transfer to the State and would authorize to be appropriated the sum of $2 million to carry out the provisions of the bill.

The interest of the State of Illinois in acquiring the canal is amply evidenced by the fact that the Illinois General Assembly in 1953 created the Illinois-Mississippi Canal and Sinnissippi Lake Commission to study the feasibility of utilizing the canal for public recreational purposes. The 69th general assembly renewed the commission in 1955 and it is presently actively supporting the current proposals before the Congress.

Further, house bill 1202, 69th general assembly, entitled "An act in relation to the acquisition of the Illinois and Mississippi Canal and the use and administration thereof as a State park," approved July 13, 1955, authorizes the Illinois Departments of Conservation and Public Works and Buildings to enter into all necessary negotiations and agreements with the Federal Government to accomplish the purposes of H. R. 7991 and, upon acquisition of the canal, to designate and administer the project as a State park for public recreational purposes.

It is therefore respectfully urged that the House Committee on Public Works give earnest consideration to a favorable report on H. R. 7991—this with the hope of the State of Illinois that these enactments may culminate in a positive program to transform this presently outmoded and obsolete navigation facility into a State park available to all the public for fishing, boating, and other recreational purposes.

Yours very truly,

E. A. ROSENSTONE, *Director.*

H. R. 4470

Mr. BLATNIK. The next bill is H. R. 4470 by Mr. Auchincloss, to amend the act entitled "An act authorizing Federal participation in the cost of protecting the shores of publicly owned property," approved August 13, 1946.

You will recall that we held 2 days of hearings last February 20 and 21 on this measure. A rather interesting presentation was made at that time. The Chair must confess he was unaware of the extent and seriousness of this problem of beach erosion in our ocean, gulf, and Great Lakes shorelines. Mr. Auchincloss, may we turn this over to you first? We have General Weaver here and it will be necessary to have a brief summary or refresher by General Weaver of the Erosion Board in order to present the purpose of your bill.

STATEMENT OF HON. JAMES C. AUCHINCLOSS, A MEMBER OF CONGRESS FROM THE STATE OF NEW JERSEY

Mr. AUCHINCLOSS. I would like to make a brief statement and then ask the Army engineers to come up with any statement they want to make.

I think the committee is already familiar with the purpose of this bill. The bill was drafted by the legislative counsel in consultation with the representatives of the Army engineers. The purpose of the bill is to extend Federal aid to property that is privately owned, as well as property that is publicly owned, which is the way the law is written today. The present law was written I think back in 1944 or 1945, or about that, when the problem of beach erosion was more or less in its infancy.

It is very hard to protect a shoreline piecemeal in its erosion problems. You have to look at it from the overall picture. So frequently it is found that privately owned property is contiguous to publicly owned property and vice versa. In trying to work out a correction for the erosion problem on one type of property you will affect the other.

Now the main opposition to a bill of this character is the possibility that privately owned property of private citizens would be favored or benefited at the expense of the public. I think that is extremely unlikely because first we have a pretty thorough screening procedure here in the committee and the Army engineers. Secondly, it requires a two-thirds contribution by the State or political subdivision thereof before any work could be done. Furthermore, the State has to take care of the maintenance of the project after it is finished.

I would like to point out in matters of flood control and in the present legislation which is being considered by the committees of the Congress on hurricane damage, no difference is made as between publicly owned property and privately owned property. It is considered as a unit. It seems to me it is quite in order that the problem of beach erosion should be considered on the same basis.

The Army engineers have made some suggestions for amendments. I personally do not think they are necessary. I do not like to criticize the Army engineers, but I think the suggested amendments they make are rather trivial. However, they can report on their suggestions.

Let me point out in this bill that there is one clause found on the bottom of page 2, line 25, subsection (d), where it says, "No Federal contribution shall be made with respect to a project under this act unless the plan therefor shall have been specifically adopted and authorized by Congress after investigation and study by the Beach Erosion Board under the provisions of section 2 of the River and Harbor Act approved July 3, 1930, as amended and supplemented."

That means nothing can be done until we have the approval and the study of the Army engineers in their report to this committee. I do not mean to go into the screening process that any legislation of this character would have in the subcommittee and the full committee and also the Appropriations Committee.

Mr. Chairman, that is about the substance of what I have to say. I am ready to listen to what the Army engineers have to say.

Mr. BLATNIK. General Weaver, will you please summarize this so as to refresh our memories on just how this amendment affects the existing act?

Mr. AUCHINCLOSS. Before the General speaks, may I add that I am in receipt of letters from a number of Members of the Congress who approve of this legislation, whose names I would like to insert in the record at this point.

Mr. BLATNIK. Without objection, it is so ordered.

(The list of names referred to is as follows:)

Hon. Marguerite Stitt Church (Illinois)
Charles A. Boyle (Illinois)
Donald L. Jackson (California)
William E. Minshall (Ohio)
Charles E. Bennett (Florida)
Clifford G. McIntire (Maine)
Stuyvesant Wainwright (New York)
William H. Bates (Massachusetts)
Aimé J. Forand (Rhode Island)
DeWitt S. Hyde (Maryland)
John L. McMillan (South Carolina)
Thaddeus M. Machrowicz (Michigan)
Billy Matthews (Florida)
Horace Seely-Brown (Connecticut)
Bob Sikes (Florida)
Lawrence H. Smith (Wisconsin)
Ruth Thompson (Michigan)
Hale Boggs (Louisiana)

Mr. BLATNIK. General, would you proceed?

STATEMENT OF GEN. T. D. WEAVER, CORPS OF ENGINEERS—Resumed

General WEAVER. Mr. Chairman and gentlemen: You will recall when I was here at the first hearing I presented the views of the Department of the Army as represented by the Secretary of the Army's letter commenting on the bill. In that it did have certain suggestions which Mr. Auchincloss has mentioned. In the letter it stated that the Department of the Army favored the change so as to permit the participation of the Federal Government in assistance to the privately owned shore frontages under certain conditions.

I may say that that letter was drafted a year ago and I think if it were redrafted at this time probably some of the limitations, you might say, would be modified and perhaps withdrawn in the idea of going along with the bill as worded in that particular reply. However, I cannot speak for the Secretary on that because it has not been brought to his attention again, nor to the attention of the Bureau of the Budget again.

There were certain things in the bill which you will recall——

Mr. ROGERS. May I interrupt?

Mr. BLATNIK. The gentleman from Florida.

Mr. ROGERS. Did I understand you to say the Department was changing its views?

General WEAVER. No. It has not officially changed its views because it has not been presented in a formal way for consideration by the Secretary. All I can say is, if I were helping to prepare a draft of the letter to present the views of the Department of the Army to the Bureau of the Budget, and so on, it might be differently phrased than the original draft. I do not think that the Army would quarrel now too much with the provisos as drafted in the bill for aid to federally owned shores as such.

You remember in my testimony before where they had those provisos about reducing the amount of participation in accordance with the ratio of privately owned benefit to the publicly owned benefit, and so on. I said that might be somewhat cumbersome to administer. However, there was one way to determine the Federal and private interest in a development. I still think it may be cumbersome and it may be the committee's desire to make a straightforward decision to assist privately owned shores somewhat in line with what they do now to publicly owned shores to the extent of one-third of the cost.

I can see a tremendous amount of work involved in the Congress in considering bills and on the part of the people who prepare the economic analyses of any projects, to determine what is the public benefit and what is the private benefit, when it becomes a matter that has to go back into areas in the rear of privately owned shores.

Mr. DONDERO. May I ask the gentleman a question, Mr. Chairman?

Mr. BLATNIK. Mr. Dondero.

Mr. DONDERO. Has any investigation or effort been made to determine whether or not the States whose shorelines are being eroded would have any financial interest in preserving them instead of the Federal Government?

General WEAVER. I am not an expert on State affairs, but I would think when a private property is protected and improved, it must return or be of more value. Therefore the tax returns to the taxing bodies and political subdivisions, the localities and the States themselves, must be increased if the property is protected and improved. It would be one form of public benefit, you might say.

Mr. CRAMER. Will the gentleman yield on that point, Mr. Dondero?

Mr. DONDERO. Yes.

Mr. CRAMER. Is it not true, General, under any of the bills, that is, the Auchincloss bill or present law, that the State or local subdivision pays two-thirds of the cost in any event?

General WEAVER. Yes, sir. The maximum, I think, is stated under the bill, that the maximum to be borne by the Federal Government would be limited to that now authorized by law, which is one-third of the cost of the construction except for those areas wholly owned by the Federal Government.

Mr. CRAMER. That is the same as the present law. Isn't that true?

General WEAVER. Yes, sir.

Mr. CRAMER. You made a statement with respect to bearing a lesser percentage than one-third of the cost where the public interest is not

as great, and where there is a private benefit. The bill we have before us, H. R. 4470, has no provision for such a sliding scale, has it?

General WEAVER. That is right. I think in your bill, Mr. Cramer, as I remember it—was it not your bill?

Mr. CRAMER. That is correct.

General WEAVER. Where you would use a fraction of one-sixth. Is that right? And that would be a matter of policy as the Congress should decide, whether it should be something less than the full one-third. It might be arbitrarily placed at any fraction up to one-third, as the Congress sees fit. But it would make a simple way of determining the cost without getting involved in all kinds of benefits which are difficult to trace.

Mr. CRAMER. The bill which I introduced, H. R. 5363, as you say, reduces the Federal participation to one-sixth rather than one-third, where public property is indirectly protected, that is, intervening private property.

General WEAVER. I think the words used in your bill were "near the shores." That gets into definitions of the word "near" and what protection it is given. It would be very difficult. Actually it might be easier to administer if we simply took who owns the frontage and say one-third of it is publicly owned frontage, and up to one-third, or whatever limit you make, is privately owned frontage. It would be easier to take the land maps and determine who owns the frontage and what the Federal share in that would be.

Mr. CRAMER. I want to make sure it is clearly understood by the committee that the present bill provides for one-third across the board on public and private.

General WEAVER. That is right.

Mr. CRAMER. As compared to other suggestions made, one of which was mine, that there should be a sliding scale which would be less where private property intervenes with public property, but public property also benefits.

General WEAVER. That is right.

Mr. DONDERO. A good many years ago this committee was up on the south shore of Lake Ontario east of Buffalo and Niagara. There, a whole lot of houses on the shore of the lake were being eroded to the extent that the front lawn had already fallen into the lake and it was only a matter of time when the house would go into it. What occurred to me is, in cases of that kind, should not the private owners of the property bear a part of the expense in saving their property?

General WEAVER. I agree with you. If it were my property I would certainly want to bear a part of it, and I think they do in a sense, because the States in turn in many places require certain funds from the local area in protecting it. Maybe not from the individual property owner, but it may be the town.

Mr. DONDERO. The taxing bodies who would benefit by keeping that property intact would preserve a benefit by keeping it.

General WEAVER. That is right.

Mr. DONDERO. And those bodies should pay a portion of the expense of preserving the taxable values on the tax rolls.

General WEAVER. There are ramifications in the way the State gets its money. In some States they may get it from general taxes, or call on the counties for contribution, or local people to contribute.

Actually I would think both the State and Federal Government ought to look at the property it has or just in the area or the viewpoint of domain. The landlord or the owner should be proud to have their domain in good condition so that it does not look run down.

Mr. CRAMER. Will you yield again?

Mr. DONDERO. I took a good look at my colleague's bill to see if he had included the Great Lakes—and he did.

Mr. HULL. Do you have the bill before you? I notice here on page 2, section 1, line 22, subsection (c), it says—

The Chief of Engineers is authorized to make investigations and studies to determine the need for projects referred to in paragraph (2) of subsection (a).

General WEAVER. Yes, sir.

Mr. HULL. Does that mean you folks would be coming back for appropriations to make these studies?

General WEAVER. That was another matter I wanted to comment on. Again it was covered in the official comments I made last time, but this has to do with a particular set of studies. This is for seawalls only. You notice it refers to paragraph (2), subsection (a), which is the seawall clause. That is a little bit different than the normal beach erosion control cooperative study. It might be so interpreted that that was intended. I do not know. But actually under the cooperative study arrangements, where we enter into studies in cooperation with the States, or a city, or other political subdivision, the Federal Government and the cooperating agency each bear one-half of the cost.

This does not say it will be done in the normal way of a cooperative study. It says the Chief of Engineers is authorized to make investigations for this particular purpose.

Mr. HULL. But on line 13 it says—

for the repair and improvement of such wall and the protection thereof by the building of an artificial beach or by other appropriate means.

General WEAVER. That is a construction paragraph. This is a study paragraph. In other words, we are now talking about what might be called a survey.

Mr. HULL. They all dovetail together, don't they?

General WEAVER. The construction follows the study, which happens to be down below. The only point I bring out is it is possible this might be interpreted to mean that the Federal Government in the case of a seawall would bear the entire cost of the study, leading to some determination of the method of protecting that seawall, whereas under the normal beach erosion control law, 727, the study costs are shared half by the Federal Government and half by the sponsoring agency.

Mr. HULL. In other words, the language is not too clear in this, is it?

General WEAVER. The language is clear enough, but under this language if the committee should ask the Chief of Engineers to make a study at a certain place it might not require the cooperative agency to participate in the cost. I am sure of that. It is only a matter which the committee itself may wish to clarify in any bill you report out.

Mr. HULL. It would seem to me that would not be too clear. I may be wrong.

General WEAVER. Maybe I am wrong in interpreting it as a possibility, but that is the way I read it. Someday after the people here present are gone, or may not be intimately concerned with it, someone may dig it up and say the Chief of Engineers will make the studies without cost to the cooperating agency, which is what the law says. That is, without cost to the local agency.

Mr. ROGERS. Under the present law the Federal Government participates only in publicly owned properties.

General WEAVER. For the studies, surveys, or construction.

Mr. ROGERS. For the project construction.

General WEAVER. Under the construction of the project we share to one-third of the cost of the works for protecting the publicly owned frontages. It may be that the project itself embraces some privately owned frontages, in which case, you see, the total first cost of the project is $10 million, but instead of the Federal Government's share being one-third of the $10 million, its share of that will only be $500,000 or $1 million.

Mr. ROGERS. So you base it on the publicly owned property?

General WEAVER. Yes, sir.

Mr. ROGERS. This bill changes that where it would also apply to private property?

General WEAVER. That is right. That is the intention of this bill.

Mr. ROGERS. Have you any estimate of what that might cost?

General WEAVER. No. That question was asked when I was here before, and no one has any idea of what it might cost. I think Mr. Auchincloss or I was asked, and I did not know the answer, as to how much of the short frontage of the United States was privately owned, and how much was publicly owned. I believe in later testimony, Mr. Auchincloss, you introduced some figures which showed that perhaps an average of 85 percent of the shoreline of the United States is privately owned. Is that about it?

Mr. ROGERS. And this bill would apply to that percentage now as proposed under this law?

General WEAVER. Under this law it would apply to privately and publicly owned frontages on an equal basis.

Mr. ROGERS. The last time you testified, I believe, you presented a modification of that to say that the privately owned frontages to be affected by this bill must have a direct effect on public property before the Federal Government could go in to participate. Is that correct?

General WEAVER. Those three qualifications, I believe, were included in the Secretary of the Army's letter. They were "or" clauses. In other words, the protection to the private property must be incidental to the public property, and such things that you couldn't help. Maybe a narrow stretch of beach where the sand drifted by, and it helped that private beach as well as the public beach on each side of it, and you could not but help stop the flow or help in the protection of the private property was essential for the protection of the adjacent publicly owned property. In other words, you could not have the waves washing in and cutting behind the protection of the public property.

There was one other proviso. You remember, I had them listed on a fact sheet. They wanted to make sure that the private property which was being protected, that is, that the shore in front of it would also be accessible and available and suitable for use by the public.

Mr. ROGERS. Are you still recommending those?

General WEAVER. Those are included in the official views of the Department of the Army as expressed in that letter of last July, and of the Bureau of the Budget, which was favorable.

Mr. ROGERS. And those are still the official views of the Department of the Army?

General WEAVER. I believe if we were asked to revaluate the thing that there would be some change in the qualifications that the Army might put on. They might not at this time—I cannot speak for the Secretary because it has not been officially presented and anything I say here——

Mr. ROGERS. What leads you to believe there would be a change, General?

General WEAVER. Because it is my own feeling. I was not present when this was considered before and I was not in the beach-erosion corps at that time. I have had discussions with people who were involved in the gathering together and evaluating of the thoughts at that time. They now believe that perhaps the Army would not express itself quite so rigidly in its comments on the bill, and particularly so in the comments on another feature where, if you remember, they talk about evaluating the cost-sharing provisions of the bill. The Army in its letter, you remember, in talking about Federal participation, stated that the Federal contribution should be reduced below the maximum permitted by law, which is the one-third limitation, in the ratio that estimated private benefits bear to total benefits. That is one paragraph in the letter, but I am sure if we were rewriting it today and were giving due consideration and full consideration to it, it would not be written in that way, and probably would not be expressed at all. I am just saying that because there has not been time to restudy this whole thing through.

Mr. ROGERS. What changes would you make in the recommendation for the participation of Federal funds in the construction of any improvements on private property in relationship to public property?

General WEAVER. One thing as a working member—and this is purely personal, as an individual and not the views of the Army or the Bureau of the Budget or the Secretary—but speaking as an individual who has had some experience now in viewing projects and, as you gentlemen have in viewing projects submitted to you, that this particular feature of ratio of benefits would be very cumbersome to work out and you would still be dealing in the relatively unknown. I would go to a simpler formula.

As the measure of Federal interest you might determine it is up to one-third for protection of private property in the status of the Federal Government being interested in the good order of all the domain of the United States. Maybe up to one-third. Or, you might for simplicity's sake wish to make it something less than one-third, such as was included in Mr. Cramer's bill, where he had it down to one-sixth. It might be some area in between those.

Mr. ROGERS. But you believe in the policy of the Federal Government going into protection of private property?

General WEAVER. Only because I think it is in keeping, you might say, with the policy which the Federal Government is following in many other fields of water-resource development, such as in flood con-

trol or in navigation work, where the Federal Government participates, even though it goes all the way from a very small percentage to a very great percentage, maybe 90 percent of the cost.

I do not know, but it seems to be a trend on the part of the Federal Government to take a greater financial interest in the development and improvement of the resources of the country and the shorelines.

Mr. ROGERS. Thank you, General.

Mr. MACK. Mr. Chairman.

Mr. BLATNIK. Mr. Mack.

Mr. MACK. Mr. Chairman and General, we have a place in our county where the problem of beach erosion exists which I feel points up the whole problem nationwide and illustrates the need for legislation of this kind at this time. I refer to a community named Tokeland. Tokeland fronts on the water for about a mile. The currents of the ocean and the waves are coming in and eating away the coastline and destroying property. It is true, most of the property is privately owned and devoted to beach homes. The streets run down to the waterfront and the ends of the streets are public property, but 300 or 400 feet in between the ends of the streets is private property.

The only Federal contribution possible under present law would be what little contribution involved in taking care of the publicly owned ends of streets that touch the waterfront. Three or four or five hundred yards behind all of this privately owned property is a main-line highway, which will ultimately be destroyed unless the beach frontage is protected from the action of the ocean. There is other property behind the highway such as schools. If the damage was being done by the action of a stream there would be no question but that the Federal Government would pay 100 percent of the cost. The only way that the beach end of the streets and the main highway can be assured that it will stay there and that these schools will be protected is to take care of this waterfront damage now.

In this case the people of the community are willing to put up one-third of the cost. The State, I am sure, will put up one-third of the cost, which would leave, if legislation of this kind were enacted, the Federal Government to pay one-third of the cost.

It seems to me that this bill offers a reasonable solution so far as Tokeland is concerned, and I think it is probably typical of most of the beach erosion problems of the country.

General WEAVER. It surely is, Mr. Mack. Personally, I do not think the State of Washington or any of its agencies ever had a beach erosion control study up there, have they?

Mr. MACK. No. There are two ways to correct that. One way is to build a jetty which would cost $50 million the engineers say. The other is to try beach erosion measures. The legislators are perfectly willing to go before the legislature to provide one-third of the funds needed and they are pretty sure then can secure it from the State.

General WEAVER. At some time the community may wish to have a beach erosion cooperative study made to determine what would be a feasible project.

Mr. MACK. We know in advance, General, that the cost will be so great to the community that it cannot put up 100 percent of the cost. Therefore a beach erosion study would be merely a cost without bring-

ing any beneficial results, unless we have a law of the type this bill provides.

General WEAVER. A bill of this type would greatly modify it.

Mr. CRAMER. Will the gentleman yield?

Mr. MACK. Yes.

Mr. CRAMER. I would like to give another illustration, and the reason why I became interested in it is the Pinellas County beach erosion control project under which in the formula in the present bill the Federal contribution on a $717,000 project was only $34,000, despite the fact that along practically the entire beach area there was a primary road in jeopardy, but they could not take it into consideration because it did not abut the water.

The objective of my bill was to get the Federal contribution included where public property did not actually abut on the water, but was subject to wave erosion. So that is another example where there is no protection whatever given on a $717,000 project under the present formula, where the Federal participation is $34,000, despite the fact that along the entire beach route a Federal road is in jeopardy. I think it is a serious problem and one which the committee should deal with on a very serious plan, and should try to come up with a good bill.

Of course, I favor Mr. Auchincloss' bill if we can get it through.

Another possible alternative is—and do I understand your testimony to be that you feel, for instance, if we took the three criteria suggested by the Army Engineers and injected them into Mr. Auchincloss' bill on a one-third contribution formula, and then say we added to that other private property that did not fall within that criteria and fix a particular amount, let us say, one-sixth, which should be contributed by the Federal Government, is that your recommendation then that such a formula would be much easier to carry out? Of course, the amount to be contributed on private property by the Federal Government would be a matter of discretion for the Congress, but is that the theory that you think would be the easiest to carry out?

General WEAVER. Not the easiest. The easiest would be to do it on a straight frontage basis and perhaps a reduced percentage straight across the board, because then you would have to determine what is near, and how important it is. You get into interpretation of the intent then.

Mr. CRAMER. You apparently did not understand my question.

General WEAVER. I think I understood what you said.

Mr. CRAMER. If you take the one-third frontage formula and add to it this indirect protection of public property contained in the three recommendations of the Army Engineers, and make it a straight one-third for front footage costs——

General WEAVER. Where you determine any one of these three conditions to be present.

Mr. CRAMER. That is right. And say for all other property in the project the Federal participation shall be one-sixth.

General WEAVER. That would simplify it.

Mr. CRAMER. In other words, all private property would be one-sixth as an arbitrary figure, but where public property was involved under the formula you suggested, then you use the one-third proposal, which is the law today, except it does not go to the three criteria you

have. It only has to do with the public property that is directly benefited.

General WEAVER. That would be easier.

Mr. CRAMER. That would simplify it anyway.

General WEAVER. That would be easier than the other clause about reducing Federal participation and the ratio of benefits between public and private, and so on.

Mr. MACK. General, considering that local interests must put up two-thirds of the cost under the Auchincloss bill, it seems to me that that is a guaranty to the Federal Government that the local communities will not abuse this law and seek projects which are not really worthy. The local community must put up $2 for every dollar that the Federal Government puts up.

General WEAVER. I felt that way personally. When you find local people coming up with a substantial amount of money like that, the project must be some good.

Mr. ROGERS. Actually the situation Mr. Mack talked about, General, under the proposed law with the modifications that have been suggested by the Department of the Army, would it be possible to participate in a project like that if they can show there would be that direct effect on the public property like a road, or whatever it is?

General WEAVER. The reporting officers and the district engineer and division engineer make their report. Then the Beach Erosion Board makes a report, and finally the Chief of Engineers, and eventually this committee would have to look into it to see whether this property is 500 yards behind the line and will be endangered, and whether that is near, or whether 200 yards is near.

Mr. ROGERS. If it really is it would be obvious——

General WEAVER. But a judgment would have to be entered into. It is not a fixed rule, but it becomes a matter of judgment.

Mr. ROGERS. Like we do in many projects today, it is a matter of judgment.

General WEAVER. Yes.

Mr. ROGERS. Thank you.

Mr. AUCHINCLOSS. General, is it not a fact that the Beach Erosion Board together with the State of New Jersey has completed a survey covering the beach-erosion program of half the shoreline of New Jersey, and is now in the midst of a survey of the other half?

General WEAVER. Yes, sir.

Mr. AUCHINCLOSS. And in that survey you did not differentiate at all between the erosion problem as far as private and public property is concerned. That is a fair statement, is it not?

General WEAVER. That is right. They surveyed the entire coast. You are speaking now particularly of the survey from Sandy Hook down to Barnegat Inlet.

Mr. AUCHINCLOSS. That is right.

General WEAVER. Which is a long stretch of the coast. There is private and public property in there, but the division of costs——

Mr. AUCHINCLOSS. The estimate was in the neighborhood of $24 million.

General WEAVER. I think I have it here.

Mr. AUCHINCLOSS. Of which about $3 million would be the cost to the Federal Government.

The point I would like to make here is that you were able to arrive at your conclusions by making an overall survey rather than just surveying the public beaches or public property.

General WEAVER. Yes, sir. We had to do it.

Mr. AUCHINCLOSS. And the idea of this legislation is to extend the policy over all of the coastlines of the United States, including the Great Lakes.

I would like to say, Mr. Chairman, that if we begin to put restrictions and amendments in this bill you might just as well go back to the same law as you have today, because, as I said in my first statement, I believe that the Federal Government is thoroughly protected, because no contribution can be made, or no plan can be adopted, unless it is authorized after an investigation and study by the Beach Erosion Board, and until we have their recommendations. That is in the legislation, and it seems to me to cover a multitude of sins.

Mr. MACK. General, this is not a vast problem like flood control or one that will run into hundreds of millions of dollars. On the Pacific coast it seems to me there are very few beach-erosion problems due to the rocky and solid nature of the coast shores. As I recall, in the State of Washington there are only two problems, the one at Tokeland and one a little farther up north. There may be many on the Great Lakes or on the east coast.

General WEAVER. There are projects, but so far they have not amounted to much. I think in the State of California there is a progressive study for the whole State coastline, and one of them is San Diego County, which you had the other day. You remember there were only four projects considered in that strip, and one of them was entirely privately owned, and we did not recommend a Federal project. The other three were not in staggering sums at all. But I can say, as the population of this country grows and leisure time increases, there will be increasing uses of the beaches, and people will naturally wish to protect existing beaches better and create additional facilities at certain places which could be helped under even the existing beach-control law.

Mr. ROGERS. Actually, General, we do not have any estimate of what it might cost, do we?

General WEAVER. Not the potential. Not the overall. You remember, that question was asked of me when I was here the last time, and I had no figures. Mr. Brennan said the Corps of Engineers in the Chief of Engineers' office had not tried to forecast what could happen, because we really do not know until we complete such surveys for the whole State frontage, such as we are doing now in California, and are about to complete in Connecticut.

As Mr. Auchincloss mentioned, in New Jersey half has been surveyed and the other half is being studied down to the southern boundary of the State, which will be completed during the next year. But eventually, at some time, the entire coast of the United States, I think, probably should be studied with a critical eye to see what is needed maybe not then, but at some future day, and on which you will have a basis to build.

Mr. ROGERS. Mr. Chairman, I wonder if it is possible that the Department may change their views, if it might not be advisable to allow an opportunity for them to give us a change and submit a letter

to us which would be considered in executive session of the committee in making those changes. They may be willing to make a change in what they have recommended the first time. It may be advisable, and I think it would be helpful, if the Department were to make those changes in their consideration of this project.

Mr. BLATNIK. General, would the changes be of any significance? It is my understanding they were relatively minor and in subsequent discussions you felt, as an individual now and not speaking for either the Department or the Bureau of the Budget, but you felt that you could work with this bill. Is that a correct understanding?

General WEAVER. We can work with the bill as it is written. But if we were to draft a new comment and I were to start drafting a comment, I personally would submit a draft which did not include this formula, you might call it, about reducing the share of the Federal participation in relation to Federal benefits, as compared to private benefits, in front of privately owned property. It is a cumbersome and awkward way to do it and to try to do the work. It is not clear and would lead to constant questioning on all things. I would go to a simple formula, either a straight one-third, or a reduced fraction, whichever is thought best in the eyes of the committee for privately owned frontage.

Mr. ALGER. Mr. Chairman.

Mr. BLATNIK. The gentleman from Texas.

Mr. ALGER. With reference to what you just said, it strikes me, Mr. Chairman, that this bill would be a whole lot stronger if it did not have in it the precise wording, Mr. Auchincloss. I am referring now to lines 7 and 8, where it says, "with the purpose of preventing damage to public and private property * * *." We covered that. Then what does it say? "And promoting and encouraging the healthful recreation of the people."

Frankly, I think we are on not too solid ground where we are taking Federal money even with State help to move in on a property owner, because there will be some element of compulsion there. He may be enjoying his solitude on the coastline. If the Federal Government comes in because the country is in danger, that is, the coastline is in danger, that is one thing; but when the Federal Government comes in to encourage the healthful recreation of the people, it seems to me we are on rather shaky ground.

It seems to me it would be a stronger bill if we left out that part.

General WEAVER. That wording, Mr. Alger, is exactly the same wording as in the existing law, which was passed in 1946. This is quoting from Public Law 747 of the 1946 statute, wherein it says, "with the purpose of preventing damage to public property and promoting and encouraging the healthful recreation of the people."

Mr. ALGER. That is public property, but we are talking about the man who owns private property, too. So we have entered a new field. We have gone into an entirely new line of thinking.

I think we could cite many interesting examples if you want to let your imagination run about the private owner who is all of a sudden confronted by not only the Beach Erosion Board, but by the State and Federal Government, telling him what he is going to do, even though he may be very content right there.

Let us take the ridiculous extreme. It always happens that way. Take a case where the beach is washing away a little bit and he loves it, but Uncle Sam says, "No. We have public property a half a mile away," and the State says, "We are competing with Florida"—this being Carolina—"and we want to fix up the beach and compete with Florida and we will take the Florida tax money through the one-third contribution that we get, to accomplish this purpose." It may be one thing for a State to do it on public property, but it seems to me we are promoting and encouraging this in private property.

I would go so far as to say the way to promote and recreate the people is to let them retain their tax money, rather than impose another hierarchy of bureaucracy using Federal money for work on private property. Maybe the private owner does not want to be disturbed and maybe the country's safety is not jeopardized. If we are speaking of jeopardy of our natural resources and our coast is washed away, we might be in the position of telling a man, "Your house is going to be washed into the ocean and we are forced to take steps." But that is not what we are talking about when we say, "promoting and encouraging the healthful recreation of private people."

It strikes me this is different from protecting the erosion of public properties.

Mr. CRAMER. To make sure I understand your comments, the Auchincloss bill has no provision for reducing the one-third amount.

General WEAVER. No, sir.

Mr. CRAMER. Where public property is directly affected?

General WEAVER. No, sir. It is permitted up to the maximum.

Mr. CRAMER. Point 2, is it my understanding you are saying if you were to submit a new recommendation——

General WEAVER. If I were personally. I am not saying what the Army would do.

Mr. CRAMER. If you were personally to submit a recommendation it would not be the recommendation submitted with the three provisos. But instead where public property indirectly is affected you would not have those three provisos, but would modify them in some way. Is that correct?

General WEAVER. I would very much let it ride straight across the board without any proviso about those three factors, and also without that formula for determining the degree of monetary contribution offered by the Federal Government in that case. I would devise something simpler.

Mr. CRAMER. I think that is the crux of the whole problem and I think we ought to let him reconsider and get the true approach to it, because otherwise we will be at endless loggerheads.

Mr. AUCHINCLOSS. Mr. Chairman, in an effort to clarify matters and also clarify the situation, I would like to move that the Chair appoint a subcommittee of three to consider these amendments and suggestions, and so forth, and report back at the next meeting of our subcommittee, which I understand will be next week.

Mr. BLATNIK. Next Tuesday and Wednesday.

Mr. GRAY. I will second the motion.

Mr. AUCHINCLOSS. And work with the Corps of Engineers.

General WEAVER. Mr. Chairman, you know we have no authority to change the official views of the Department of the Army.

Mr. BLATNIK. This will just be in the nature of a consultant and technical advisory situation. Would that amendment, or the bill as amended, Mr. Auchincloss, have to go back through the Bureau of the Budget and the Department? Would that be necessary and is that the usual procedure?

General WEAVER. It is up to the committee as to whether they wish to.

Mrs. BEITER. Only if a new bill is introduced.

General WEAVER. There is another clause which the subcommittee may wish to take cognizance of, as I mentioned before, which is the seawall clause, where they change it to provide for protection by seawalls hereafter constructed where the existing laws call for it. That was covered in the Secretary's letter. We cannot see the need for it and the subcommittee may wish to take a look at it, because we cannot see why we need the seawall clause. At the time the first bill was drafted and prepared and passed, there was a particular problem in Harrison County, Miss., where it was protected by a seawall and it was necessary to do something to help it. That is why Public Law 727 has that seawall clause in it. They have not had it since. That is out. We maintain it is time for the normal beach erosion control laws to operate.

Mr. BLATNIK. You have heard the motion made and seconded that a committee of three be appointed by the Chair to work out an amendment or amendments to the Auchincloss bill, and report back to the committee by next week. All those in favor signify by saying aye; opposed, no.

It is carried.

Mr. ROGERS. I do think it would be advisable to have a change in the view of the administration, if that is possible.

Mr. BLATNIK. Would you repeat that, please?

Mr. ROGERS. I think it would be helpful to have a letter from the Secretary stating the change, if there is one. I do not see why they cannot do that in a week.

Mr. BLATNIK. Is that possible, General?

General WEAVER. General Itschner is much more familiar with the time requirements necessary to process things through the Budget and the Secretary.

Mr. ROGERS. I think if the committee requested that it be done in a week the Secretary would be glad to cooperate.

General ITSCHNER. I feel quite sure we could accomplish that as far as the Secretary of the Army is concerned, within that time limit. It would have to be processed through the Bureau of the Budget and, of course, I cannot speak for the time that it will take them to comment on it.

Mr. ROGERS. I think if we can get a letter from the Secretary of the Army knowing the official view, it might be of help, and by the time the full committee took it up the Bureau of the Budget letter would be had.

Mr. BLATNIK. I am not quite clear. Would you be asking for a letter before we had an amendment or amendments offered?

Mr. ROGERS. In other words, they indicated that probably there would be a change in the approach made by the Secretary before. I think if there is to be a change the committee should know it and it should be in the record that the Army is for this.

It seems that can be obtained without too much trouble and I think we ought to get it for the committee. I do not want to delay this, because in principle it is probably a very good thing, but I do think we should fully consider this change in policy, which is definitely going into private policy, and I think we ought to have officially the latest feelings of the Department on it.

Mr. BLATNIK. Could we get a letter suggesting what changes would be recommended by the Department?

General ITSCHNER. Yes, sir. We will endeavor to get it within a week.

Mr. BLATNIK. I would like to ask the counsel as a point of information whether I may appoint a subcommittee now.

Mr. TIERNEY. Yes, sir.

Mr. BLATNIK. Then with the consent of the subcommittee, may I request Mr. Hull of Missouri and Mr. Rogers of Florida and Mr. Auchincloss of New Jersey to work out the amendments in cooperation with the Department of the Army? So we will lay over H. R. 4470.

INTERCOASTAL WATERWAY IN THE VICINITY OF ALGIERS AT NEW ORLEANS, LA., H. R. 5802

Mr. BLATNIK. Gentlemen, we have on our agenda three more bills that we have laid over without prejudice from previous meetings. The next one is H. R. 5802, by Mr. Hébert, of Louisiana, involving the operation and maintenance of a railroad bridge which is a public works project already completed.

Colonel Allen would you briefly summarize the situation? We recall it, but just to point up and refresh our recollections on this, would you outline the facts?

STATEMENT OF COL. J. U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. This bill, Mr. Chairman, would place the responsibility for the operation and maintenance of a railroad bridge, which was necessitated by the construction of a part of the Intracoastal Waterway—it would place that responsibility on the Federal Government.

At the time this project was authorized back in 1946, part of the local cooperation which was agreed to by local interests was that they would, among other things, operate and maintain the bridges necessitated by the construction of the canal. It was a canal. The highways and railroads operated over dry land at that time, and the construction of bridges was necssitated by reason of the project in order that navigation and land traffic would have equal access. The Plaquemine Parish police jury gave those assurances before the project was initiated. After several years the attorney general of the State of Louisiana rendered a decision that the Plaquemine Parish police jury was not legally empowered to give these assurances to operate and maintain a railroad bridge, which is a private corporation. So the assurances which we had accepted before construction of the project were no longer good, and the project is inoperative, of course, without the operation of the railroad bridge.

The railroad bridge has now been completed and constructed and paid for by the Federal Government, and we find ourselves in the position of being unable to enforce an assurance which was formerly given by the Plaquemine Parish police jury.

This bill would place the responsibility, at an estimated cost of $40,000 annually, for the operation and maintenance of this railroad bridge in the United States Government.

Mr. BLATNIK. Are there any questions on my right?

(No response.)

Mr. BLATNIK. Any questions on my left?

Mr. DONDERO. You made a statement about this some time ago before this committee. Do I understand that that is a continuing charge against the Federal Government for $40,000 a year?

Colonel ALLEN. Yes, sir; it is.

Mr. DONDERO. What happens if we do not approve it?

Colonel ALLEN. The project is completed now and the railroad is operating the bridge with the assurance and the hope and expectation that this legislation will place that responsibility on the Federal Government. The canal was opened in April of this year and is now passing traffic through it. The railroad is operating this bridge with the hope and expectation that they will be relieved of that responsibility.

Mr. DONDERO. Was it the action of the Federal Government that necessitated the building of the bridge?

Colonel ALLEN. It was.

Mr. DONDERO. The railroad was in no way at fault?

Colonel ALLEN. No, sir. The railroad operated on land prior to that time, and the Federal Government intersected their right-of-way, and the railroad gave us the rights-of-way on which to construct the bridge, which was done, and which is now in use.

Mr. DONDERO. So that there is a moral obligation as well as a legal obligation here.

Colonel ALLEN. From the standpoint of the Federal Government certainly the railroad was interfered with and we should make them whole from the standpoint of right-of-way and the operation and maintenance costs, which we feel are costs that the railroad should not bear. We are now unable to require the local interests that gave the assurances to bear those costs.

Mr. ALGER. Mr. Chairman.

Mr. BLATNIK. The gentleman from Texas.

Mr. ALGER. I see on our fact sheet it says an identical bill was offered earlier. The Bureau of the Budget recommended that the bill not be enacted. Do you know why they suggested that? Was it just for economy reasons, or what was their reason for that?

Colonel ALLEN. No, sir. I do not know what their reason was.

Mr. ALGER. It would be interesting to know that. I see it is on our fact sheet here. They recommended that it not be enacted, and I wonder why.

Mr. BLATNIK. Do we have letters from the Bureau of the Budget on that?

Mr. TIERNEY. Yes, sir.

Mr. BLATNIK. What is the project's cost?

Colonel ALLEN. The original project cost, including dredging and construction of a lock and other bridges, and so on, cost on the order of $15 million.

Mr. BLATNIK. That is completed now?

Colonel ALLEN. Yes.

Mr. BLATNIK. And in operation as of a month ago?

Colonel ALLEN. Yes, sir. And this particular portion of the Gulf Intracoastal Waterway passes on the order of 15 million tons of commerce annually.

Mr. BLATNIK. And the railroad was given the assurance at the outset, and their agreement to go along was conditioned on the premise that either the parish or the State or the Government would pay for the maintenance and operation of the bridge when completed?

Colonel ALLEN. That is correct. We were given those assurances by the parish, which were later found to be not legally empowered to spend parish funds on maintenance of the private corporation bridge.

Mr. BLATNIK. So, in short, we are caught in a jam. The Federal Government invested $15 million in the project and it is completed and now open for operation, and the railroad company is awaiting this to see who is going to take over the cost of the operation and maintenance of the bridge.

Mr. ROGERS. Colonel Allen, when was this found out? Was the project completed before we ever found out about it?

Colonel ALLEN. The project was authorized in 1945 and this came to light about 1950. It held up actually the opening of the canal for several years while we attempted to straighten out the matter of operation and maintenance of the railroad bridge because, until such time as that was straightened out or an attempt made, the railroad refused to give us permission to go ahead on the right-of-way and construct the bridge. Only after this legislation was introduced did the railroad give the permission for the district engineer to go in and start constructing the highway or railroad bridge.

Mr. ROGERS. We proceeded knowing that the assurance was no good. Is that right?

Colonel ALLEN. No, sir. We proceeded on the basis of the original assurance. Only in 1953 or 1954, after the project was well along, did the parish obtain this ruling from the attorney general of the State.

Mr. ROGERS. Maybe I am confused. When was the bridge constructed?

Colonel ALLEN. In 1954 it was started.

Mr. ROGERS. I thought we knew in 1950 that the assurance was no good.

Colonel ALLEN. No, sir. We only knew in 1953.

Mr. ROGERS. A year ahead of time?

Colonel ALLEN. Yes, sir.

Mr. ROGERS. And we went ahead and constructed the bridge even though we knew the assurance was no good?

Colonel ALLEN. We got the permission from the railroad to proceed on their right-of-way after this legislation had been introduced.

Mr. ROGERS. Then it seems to me it is a definite responsibility of the Federal Government if we proceed like that where we know our assurance is no good.

Mr. DONDERO. May I ask the Colonel a question? What would be the situation had the finding of the Plaquemine Paris police jury been legal and valid?

Colonel ALLEN. We would have had the project completed several years sooner.

Mr. DONDERO. Then who would have been paying for the operation and maintenance of the bridge?

Colonel ALLEN. The parish.

Mr. DONDERO. So they are relieved of that responsibility and it comes back to the Federal Government?

Colonel ALLEN. That is correct.

Mr. DONDERO. What is the objection of the Bureau of the Budget to it?

Colonel ALLEN. I do not have a copy of the letter.

Mr. BLATNIK. We did not receive a letter from the Bureau of the Budget, and in the Department of the Army letter it states that the Bureau of the Budget does not recommend it. They gave no reason.

Mr. ROGERS. Who made the decision to build the bridge knowing that the assurance was not valid?

Colonel ALLEN. It was a decision of the Army engineers to proceed with the construction of the bridge as soon as the railroad had given the permission to enter on their right-of-way and construct it. The canal had been virtually completed prior to that time. The lock had been completed and standing idle for a number of years prior to April of this year, and the completion of the project was only contingent on this bridge construction. It is a very vital link in the intracoastal Waterway, because without this all of the traffic has to proceed through Harvey lock.

Mr. ROGERS. What did the railroad do during this period of time? Was there a canal there?

Colonel ALLEN. No, sir.

Mr. ROGERS. You didn't build that portion of the canal?

Colonel ALLEN. Up to the railroad bridge on either side and constructed the lock as the exit into the Mississippi River, and the construction of the bridge was the link which prevented the completion of the entire project.

Mr. ROGERS. Thank you.

Mr. MACK. What is a parish jury? Is it what we call in the Western States the county commissioners?

Colonel ALLEN. The equivalent to that. The board of supervisors.

Mr. DONDERO. May I ask you whether or not that ruling of the attorney general of the State of Louisiana has been investigated to see whether or not the ruling is correct from the legal standpoint? What is the answer?

Colonel ALLEN. I am not aware of any further investigation after the Attorney General handed down his ruling.

Mr. DONDERO. Because the effect of that ruling is to relieve the State of Louisiana or one of its political units or subdivisions of a great amount of financial burden.

Mr. ROGERS. I think it might be well to look into it. You have a very good point there.

Mr. DONDERO. It involves a considerable amount of money and that is the reason why I raised the question.

Mr. ROGERS. Would that change the benefit-cost ratio?

Colonel ALLEN. It would not, because all costs go into the project, regardless of who bears them, in computing the benefit-cost ratio.

Mr. BLATNIK. This was laid over at the last meeting. We referred it back to Congressman Hébert, who at once contacted their attorney general, who is a new man. He writes a long letter and cites several cases in which the same decision was made and concludes there being no obligation on the police jury to pay for any bridge or remove same across the bayou, any payments for such bridge would amount to a payment of public funds for private operation, and he says it is not permissible under the constitution. We have not gone into any further detail, Mr. Dondero.

Mr. DONDERO. What I desire to know is whether or not a confirmation has been made of that legal opinion rendered by the attorney general of that State, to see whether or not he is right or is mistaken.

Mr. BLATNIK. This is dated June 1, 1956, by the attorney general of the State of Louisiana.

Off the record.

(Discussion off the record.)

Mr. DONDERO. One more point. Let me ask this: Is the amount of commerce involved in this project of a sufficient amount to justify the expenditure that we made?

Colonel ALLEN. Yes, sir.

Mr. DONDERO. How many million tons did you say?

Colonel ALLEN. Fifteen million tons a year, all of which now has to go through Harvey Lock which, since it has been constructed in 1934, we have been unable to maintain. If there is any interruption of this it would continue to go through Harvey Lock, and it has been in operation for 20 years without our being able to maintain it, because it is so heavily traveled.

Mr. DONDERO. I understand the building of the railroad bridge would facilitate the movement of that commerce in this canal. Is that correct?

Colonel ALLEN. That is correct.

Mr. BLATNIK. Who made the determination on the $40,000 annual cost of maintenance?

Colonel ALLEN. That was our estimate worked out by the district engineer with the railroad with respect to the annual maintenance of the bridge, as well as payment of the personnel for operating it.

Mr. BLATNIK. Gentlemen, what is your wish?

Mr. ALGER. I thought you stated it rather nicely, that this is a rather unusual case, and for that reason we should be all the more careful. I sit here puzzled as to why we are not concerned about why the Bureau of the Budget turned it down. It may be unusual, but why do we not protect ourselves by seeing why they did that? It may be a simple thing to call the proper person there and find out. If they knew, for example, what you just pointed out on the that constitutional matter, maybe they know something else, or maybe they did not have that information. Whatever their reasoning was, I think we should have it.

Mr. BLATNIK. Colonel, do you recall that, or have any information on that?

Colonel ALLEN. No, sir. I do not.

Mr. BLATNIK. Could you tell us what is the problem now with the bridge? The railroad company is now paying for the operation of the bridge. Is that right?

Colonel ALLEN. They are operating the bridge now and have done so since it was opened in April of this year.

Mr. DONDERO. It would not hurt if the matter went over for a day or two to see if we can find out from the Bureau of the Budget what their reasons are for saying that this bill should not be enacted. I am rather sympathetic toward our doing what we should do from a legal and a moral standpoint.

Mr. ROGERS. Will the gentleman yield?

Mr. DONDERO. Yes.

Mr. ROGERS. How long has the railroad been operating it?

Colonel ALLEN. Since it was opened in April of this year.

Mr. ROGERS. What if we could find out the approximate cost of operating it so far? That would give us some idea as to what the estimate really is. Could we get that from them?

Colonel ALLEN. I think our district engineer could get it. In addition to the personnel costs, of course, you have annual maintenance, such as painting and repairing, and so on, which is in addition to the personnel costs.

Mr. HULL. The personnel would be the major cost.

Colonel ALLEN. Yes.

Mr. BLATNIK. We will lay this over and inquire of the Bureau of the Budget as to the reasons for it.

Colonel, I have this question: Supposing this continues indefinitely because we fail to pass this bill. What action would the railroad company have to seek, relief or recourse?

Colonel ALLEN. I am not sure. The contract under which we constructed the bridge provided that the railroad would assume ownership of it after it was constructed. They have refrained from accepting the bridge until such time as this matter was resolved. We have not looked that far ahead to see just what the conditions would be if this legislation were not enacted.

Mr. ROGERS. It is possible the railroad company might have an action against the county.

Mr. BLATNIK. The agreements and negotiations were with the Corps of Engineers and not the county. Is that right?

Colonel ALLEN. That is correct.

Mr. ROGERS. I thought the county was a party to it.

Mr. BLATNIK. The agreement was entered into with the Corps of Engineers. That was the condition agreed to by both parties.

Mr. ROGERS. I thought it was almost a save-harmless clause.

Mr. BURNSIDE. Mr. Chairman.

Mr. BLATNIK. Mr. Burnside?

Mr. BURNSIDE. Colonel, was not the railroad satisfied with its right-of-way before they came in?

Colonel ALLEN. They were perfectly satisfied with it.

Mr. BURNSIDE. They were not to have any benefits whatsoever from it?

Colonel ALLEN. None at all. As a matter of fact, they had some difficulties or, not difficulties, but operating delays while the bridge was being constructed by reason of the runaround track, and so forth.

Mr. BURNSIDE. So it actually cost them something for the convenience of the Government.

Colonel ALLEN. There is no benefit to the railroad because of this bridge. They had a right-of-way before the bridge.

Mr. HULL. The railroad bridge is no expense to the railroad. Is that right?

Colonel ALLEN. That is right.

Mr. BURNSIDE. There is one thing involved, though. The railroad had to pay for the track running around.

Colonel ALLEN. No, sir. All of the costs were costs of the Government. They were inconvenienced because of having to delay their trains when the bridge is up, which they did not have before.

Mr. BLATNIK. We will lay this over and request further information on it.

GOVERNMENT LOCKS TO BE CHANGED TO HIRAM M. CHITTENDEN LOCKS, WASHINGTON—H. R. 7943

Mr. MACK. You have a bill pending for consideration. It provides for the naming of a lock after a deceased general of the Army engineers. H. R. 7943.

Mr. DONDERO. There is no opposition to it. Why do we not take care of it?

Mr. MACK. That is right. He was the district engineer in Seattle. He was a general officer in the Corps of Engineers and this is a Government lock, now called Government locks.

Mr. BLATNIK. A lock between the two lakes?

Mr. DONDERO. There is no opposition to it.

Mr. BLATNIK. General Chittenden was the engineer in charge.

Mr. MACK. Yes, and he is now dead. General Chittenden. The Ballard lock will be named after him.

General ITSCHNER. Yes.

Mr. BLATNIK. Do we move this bill be favorably reported?

Mr. MACK. That is be referred to the full committee.

Mr. BLATNIK. No. We have not voted on any one of them and we hope to start tomorrow morning because we have a whole series.

Mr. MACK. That is right.

(Whereupon, at 12 noon the subcommittee adjourned until 10 a. m. the following day, Wednesday, June 6, 1956.)

79014—56——13

RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

WEDNESDAY, JUNE 6, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RIVERS AND HARBORS
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met, pursuant to call, at 10:15 a. m., in room 1302, New House Office Building, Hon. John A. Blatnik (chairman of the subcommittee) presiding.

Mr. BLATNIK. The Subcommittee on Rivers and Harbors will please come to order for further consideration of bills and resolutions being considered for the river and harbor and flood control omnibus bill.

MISSISSIPPI RIVER AT CLINTON, IOWA

The first project this morning will be the Mississippi River at Clinton, Iowa, House Document 421, 84th Congress. We have Congressman Henry Talle, of Iowa, who is the sponsor of the project, here to present his problem.

STATEMENT OF HON. HENRY O. TALLE, A MEMBER OF CONGRESS FROM THE STATE OF IOWA—Resumed

Mr. TALLE. Mr. Chairman, I am most grateful to you and the members of your committee for this opportunity to testify on this project.

Mr. Chairman, I ask permission to revise and extend my remarks. I do that in the interest of conserving your time. I will cut my testimony down to the bare essentials.

Mr. BLATNIK. Without objection, it is so ordered.

I might inform the committee that Mr. Talle has been in session this morning and is returning to an important meeting of the Joint Committee on Foreign Economic Policy. We appreciate your coming here for this presentation, Mr. Talle.

Mr. TALLE. Thank you, Mr. Chairman.

This project was called to my attention in 1943. The difficulty grew out of the construction of the 9-foot channel which you gentlemen know elevated the water in that large stream, the Mississippi River, by 2½ feet. The net effect of that elevation was to leave the sewer outlets in the city of Clinton below the water level. When the water is not at flood stage, the problem is not so apparent. Nevertheless, as the water moves along, silt and sand tend to clog the sewer outlets and at flood stage the debris is forced through the sewer lines.

The health officer in 1943 discovered that it was a precarious condition in Clinton. It did, however, not come to a really disastrous pitch

until the flood of 1950, which resulted in the filling of many of the basements in that city. The following year (1951) it was worse still, and I do not think there was a basement in the city of Clinton which was not filled with sewage. Most of the streets were inundated with slush from the sewers. In other words, as the floodwaters came down the river the sewage was forced back into the city, filling the basements and inundating the streets.

Mr. Othman, who writes a column for one of the Washington daily newspapers, picked up my testimony of that year, and wrote a column on it. The force of the backup was so strong that fish and rats were forced through the plumbing in some of the residences in the city of Clinton. It was so bad that the health officer declared everyone had to be inoculated against typhoid. That was done, and it was certainly a herculean task because it involved inoculating over 30,000 persons. Fortunately, no one was stricken with typhoid.

Under the act of 1950, authorization by law for the project was granted, and 2 years later, in 1952, money was appropriated for the remedial work. That amount of money was $257,700.

I want to say to you that the city engineer of Clinton is a man who can make a dollar go a long way, and every effort was made to do the entire job with that amount of money. It involved the building of three pumping stations. They have all been constructed and are working well, but the difficulty is this: Inflation was afoot. The first estimate was made 6 years before the money was appropriated. You gentlemen will recall how vigorously inflation was at work during those 6 years.

Mr. BLATNIK. Mr. Talle, excuse me for interrupting, but what years were those? 1942 to 1948, or 1946 to 1952?

Mr. TALLE. The act of 1950 granted authorization. The Appropriation Act of 1952 included the $257,700—the amount based on cost estimates in 1946.

The estimated cost on the basis of which authorization and appropriation were made was calculated 6 years ahead of the appropriation. In other words, the sum of $257,700 was based on prices as of 1946.

In spite of the frugality practiced in Clinton, the city found itself financially unable to clean out the debris. Consequently, the outflow is restricted by the debris, sand and slush that are lodged in this sewer system.

This city is expanding. It is about to enlarge its sewer system inland where new construction is going on for homes and so on, and the fact that the outlets are so badly plugged with sand and silt causes a very serious problem. In 1954, I requested that a new estimate be calculated, in the light of the fact that inflation had altered the situation very much from 1946 to 1952. In response to this review resolution, the engineers released a report in July of 1955.

Mr. DONDERO. Mr. Chairman.

Mr. BLATNIK. Mr. Dondero.

Mr. DONDERO. Has your city done anything by way of construction of a sewage disposal plant?

Mr. TALLE. The city of Clinton has that under consideration. The council is working on it now. However, this sand and silt should be removed from the main sewers in order that the outflow may be normal instead of only fractional, as it is now.

May I say that the Army engineers made a very good offhand estimate, I thought, in their first revision. They came very close to what their revised figure is now. However, on reexamination they found that they could do it for several thousand dollars less than the amount of the offhand estimate. So their figure now for the total is $404,570, but there has already been appropriated and used the sum of $257,700.

Consequently, what I am asking this morning is for an authorization to cover this deficiency, which amounts to $146,800. That is the deficiency. Had inflation not been at work I am certain that the city could have done the job for the original authorization and appropriation. However, because of inflation over a period of 6 years this is the situation in which the city finds itself.

Mr. BLATNIK. If the amount of $146,800 is approved, Mr. Talle, before payment is made, the city of Clinton has agreed to sign an agreement with the Corps of Engineers to decide all past and future claims on damages. Is that correct?

Mr. TALLE. That is correct.

Mr. BLATNIK. Are there any questions?

Mr. TALLE. Thank you, Mr. Chairman and members of the committee, for hearing me. I want to assure you that the people of Clinton are as appreciative as I am of your attention to this matter, as well as all of the other difficult problems I know you have to deal with. Thank you.

Mr. BLATNIK. Thank you very much, Mr. Talle.

MOREHEAD CITY, N. C.

Mr. BLATNIK. The next project is the Morehead City, N. C., project, Senate Document 54, 84th Congress.

We have our colleague, the Honorable Graham A. Barden of North Carolina.

Mr. Barden, we appreciate your patience in waiting so long. Had we known of this other development we could have notified you as to the time to come, instead of having you wait a full hour and a half. Thank you very much for your courtesy.

STATEMENT OF HON. GRAHAM A. BARDEN, A MEMBER OF CONGRESS FROM THE STATE OF NORTH CAROLINA

Mr. BARDEN. Thank you, sir. I understand the situation as it confronts you, so instead of being impatient I am very sympathetic.

Mr. Chairman and gentlemen of the committee, this project has to do with the deepening of the harbor at Morehead City, N. C.. Morehead City is not a large town, but it has become a very important city in the economy of North Carolina. The present project calls for a deepening of the channel to 35 feet, and certain enlargements of the turning basin and the connections which make the complete harbor. I believe the division engineer concurred in the recommendation. I understand the Navy has concurred, and certainly the State of North Carolina is very much interested in it.

The Chief of Engineers has concurred in the main and I believe the Secretary of the Army concurred to the extent of 34 feet. I be-

lieve the only difference that seems to appear at the present time is as between 34 feet and 35 feet.

The general need for the improvement is not opposed by anyone that I know of.

I think this would be interesting to the committee. We have a North Carolina Port Commission in the State, which is a State-supported setup for the improvement of the two harbors of the State, which happen to be Wilmington, N. C., and Morehead City. In order that you may appreciate the interest of the State in this project, the State has already spent something over $3 million on this particular report. It spent $2,500,000 and then spent an additional half a million dollars. I understand there are preparations being made for an additional million dollars to be spent on this port, as soon as the legislature of the State approves it. I thought that would be interesting because it shows the kind of participation by the State which certainly supports the statement that it is a tremendously important project to the State.

At the present time there are large ships coming in. While I will not attempt to go into the details as much as the Army engineers will probably do in this matter, I will say it is causing considerable disturbance. We have a depth now of 30 feet, and these ships have to come in with part loads and at points dragging bottom with less than 29 feet.

Mr. DONDERO. What does that cargo consist of?

Mr. BARDEN. It consists of oil, asphalt, and they are shipping out a tremendous amount of tobacco. I could not name all of the commodities that come in, but I would say that asphalt and oil products and the big oil tankers principally are the users. In addition to that there are two large Marine bases nearby. There is the Cherry Point Airbase. They have their aviation-fuel depot there. It is a Government-operated setup. Then there is Camp Lejeune, which is a tremendous base where they keep a personnel of some 35,000 to 40,000 men all the time. They have now been using this, and using it considerably, in taking the marines all over the world, with Navy Department ships coming in there, and the transportation and ships necessary for the moving of equipment, and so forth, being there. They take them overseas and take them to the training grounds and the Caribbean area, and so forth.

As you can see, this is a tremendously busy and tremendously important base. Both the Camp Lejeune and Cherry Point bases are connected to this port by a railroad. Now at the present time there is a very strong movement—and the matter rests in the hands of the Interstate Commerce Commission at this date—to permit the Southern Railroad to come in and connect with this port. I believe that will be approved by the Interstate Commerce Commission. If it does, then it will certainly tremendously increase the traffic in and out of that harbor.

Ships are being built larger all the time. The oil tankers are being built larger and heavier, and I understand there is very keen competition in that field. So it is not a very economical proposition to bring in ships which are partly loaded.

At the present time I expect it is probably closer to the ocean than any port on the Atlantic coast. From the dock to deep water in the ocean it is only about 3½ miles. It just cuts through a barrier and there is the ocean. That brings about a tremendous saving, but it

does not prove to be such a saving if a ship must come up to the bar and wait until the tide to get full benefit of the tide, and then take a chance of coming in and dragging bottom. It is not a very economical proposition if that takes place.

I believe you will find from those who follow me in testifying that is not only amply justified, but there is no opposition to it, and the State of North Carolina has certainly shown its interest and is continuing to show its interest in the project by the expenditure of State tax money to the extent of over $3 million in the harbor itself.

Mr. BLATNIK. Thank you, Mr. Barden.

Mr. AUCHINCLOSS. May I ask a question?

Mr. BLATNIK. Mr. Auchincloss.

Mr. AUCHINCLOSS. Mr. Barden, could you tell us how far Morehead City is from Cape Hatteras on the coast?

Mr. BARDEN. Morehead City is about 60 miles, I would say, from Cape Hatteras, and about 12 miles from Cape Lookout. Cape Lookout is probably the deepest natural harbor on the coast. It does not have to be dredged, but you cannot get to it and we do not use it for ships.

Mr. BLATNIK. Thank you, Mr. Barden. Mr. Eugene Weber, of the Corps of Engineers.

STATEMENT OF EUGENE W. WEBER, CORPS OF ENGINEERS

Mr. WEBER. Mr. Chairman, this report on Morehead City Harbor was called for by the Senate Public Works Committee resolution of July 1, 1949, and printed in Senate Document 54 of the 84th Congress, 1st session.

Morehead City Harbor is in southeast North Carolina. It is about 3 miles inside the Beaufort Inlet and about 60 miles from Cape Hatteras. Morehead City has a population of about 5,000 and is a commercial and industrial and semiresort center. It also serves as a part of the tributary area which it serves.

There are two military installations there. There is the Marine base at Camp Lejeune and the Marine Air Force station at Cherry Point.

The range of tides here is 2½ feet at Morehead City and 3½ feet at the inlet. The existing project, which was completed in 1936, consists of a 30-foot deep by 40-foot wide channel across the bar at Beaufort Inlet, and a 30-foot depth and 300-foot width into the turning basin. Also a 30-foot depth in the turning basin which extends along the waterfront in the shape of a Y. There are also channels of a lesser depth extending in toward Bogue Sound.

The total cost of this existing project to date, or up to 1953, has been about $2,400,000, of which $600,000 was for the new work and the remainder for maintenance. The estimate for annual maintenance is about $230,00. In addition, about $2½ million has been spent on the public terminals in this area. Recently it has been taken over under the jurisdiction of the State ports authority.

The commerce has increased severalfold in recent years since the war, and it now averages or has averaged in the last several years about 400,000 tons. In a recent year it totaled 500,000 tons, most of which, or practically three-quarters or more of which, is petroleum products.

There are also some industrial chemicals, some tobacco, and a few miscellaneous products. This commerce is brought in primarily in T–2 tankers. It is this traffic which creates the problem for which an improvement is desired immediately at this time.

The T–2 tankers, which are customarily used for petroleum-product traffic, load to over 30 feet and need a draft of 35 feet. With the present project they must light load to a maximum of about 28 feet, and even then require a wait at the bar for favorable tides. They are also hampered in maneuvering in the turning basin because of lack of space. There are crosscurrents in the Newport River coming into the harbor area.

The proposed improvement is to deepen the entrance channel across the bar to 35 feet and widen it to 600 feet at this bend, to deepen and realine the inner channel from that point on to the turning basin to 35 feet, and deepen and widen the turning basin to 35-foot depth. The cost would be $1,207,000, nearly all of which is the cost of the dredging; $8,000 would be required for navigation aids, and $2,000 for the rights-of-way and spoil-disposal areas, and so forth.

The increased maintenance costs would be $10,000 annually. The total annual charges are $53,000, and the benefits are $97,000, or a ratio of 1.8.

The benefits consist almost entirely of savings on the existing and prospective petroleum traffic. About 400,000 tons of existing petroleum traffic and about two-hundred-thousand-odd tons of expected increased petroleum traffic are what have been considered.

The usual conditions of local cooperation calling for furnishing of lands, easements, rights-of-way, and spoil-disposal areas; maintenance of the terminals on an equal basis and the transfer facilities; and hold and save the United States free from damages, would be required.

The State concurred and urges construction of the project. The Department of the Navy has indicated the project would be satisfactory from its viewpoint. The Bureau of the Budget indicated it has no objection to the proposed project to a depth of 34 feet, but does not consider authorization of the project to 35 feet would be in accord with the program of the President.

On that point, the Board of Engineers for Rivers and Harbors in its report specifically called attention to the fact that the increment between 34 feet and 35-foot depth had an annual cost of $2,470, and it reported monetary benefits and savings of only $500, but concluded that due to the trend to larger vessels for this type of traffic and the increase in traffic that the rather small total amount for this increase of 1 foot, $70,000, was in its opinion justified.

I believe those are all of the pertinent points, Mr. Chairman.

Mr. MACK. Is a substantial part of the petroleum imports from foreign points overseas?

Mr. WEBER. Yes, sir. There is some proportion.

Mr. MACK. The report indicates almost one-third of the imports are from overseas countries.

Mr. WEBER. I believe that is correct. I do not remember the exact amount.

Mr. MACK. Those large tankers coming from overseas with petroleum would necessarily have to discharge part of their cargo at some other port, or else come in without a full load from overseas, which would greatly increase the transportation cost.

Mr. WEBER. Yes, sir. Any tanker loaded to its full capacity could not enter at all unless it did as you state.

Mr. MACK. Are the rival ports Wilmington, N. C., and Norfolk, Va.?

Mr. WEBER. Yes, sir. They are rival ports, although to some extent the tributary areas of Morehead City and Wilmington and Norfolk are not mutually exclusive.

Mr. MACK. How far is Norfolk from Morehead, roughly?

Mr. WEBER. I have to look that up. 150 to 200 miles.

Mr. MACK. How far is Wilmington to the south?

Mr. WEBER. About 60 or 70 miles.

Mr. MACK. Then Morehead City does serve a tremendous hinterland of its own?

Mr. WEBER. Yes, sir. It has a total tributary area extending back many miles for certain projects, and it has an exclusive tributary area for these petroleum products all its own which does not duplicate that of Wilmington and Norfolk.

Mr. MACK. Thank you.

Mr. BLATNIK. We have here Rear Adm. E. B. McKinney of the Department of the Navy.

Admiral McKinney, we will be glad to hear from you at this time.

STATEMENT OF REAR ADM. E. B. McKINNEY, USN, DIRECTOR, NAVY SHORE ESTABLISHMENT, DEVELOPMENT AND MAINTENANCE DIVISION, OFFICE OF THE CHIEF OF NAVAL OPERATIONS

Admiral MCKINNEY. Mr. Chairman and members of the committee: I merely wanted to express the Navy's position on this thing.

We favor this project. We have a current requirement for 32 feet for the embarkation of our Marines from Camp Lejeune and Cherry Point. As you know, Camp Lejeune is one of the major Marine bases and Cherry Point is the master jet Marine base on the east coast. In our embarkation and debarkation of those forces we have the attack cargo ships and attack transportation, which will require about 32 feet.

We have a particular requirement for the enlarged basin. It would give us greater turning space, but we are particularly in need of providing anchorage for additional ships. Under current operations we have to take 1 ship at a time and this would permit multiple loadings at any 1 time, in the embarkation of forces for overseas or in connection with the deployment of our operation.

Mr. BLATNIK. To what extent is the harbor and channel used now by the Navy? Is it regular and weekly?

Admiral MCKINNEY. Yes, sir. It is used regularly. We participate—and I would like to call on Colonel Davis of the Marines for this—they participate in nine major operations every year, which involves not only the embarkation of troops but also their equipment. In the deployment of the forces from Cherry Point to the Mediterranean this is the point of embarkation for the forces.

Mr. DONDERO. One question before you leave, Admiral. Is most of the petroleum that comes into that harbor used by our Government and is Uncle Sam the customer for it?

Admiral MCKINNEY. We have a large requirement because this is the receiving point for all of the aviation gasoline for Cherry Point.

Mr. BLATNIK. Are there any other questions?

(No response.)

Mr. BLATNIK. Thank you very much Admiral McKinney. Col. A. J. Davis of the Marine Corps.

STATEMENT OF COL. ARTHUR J. DAVIS, DIRECTOR, SERVICES DIVISION, SUPPLY DEPARTMENT, HEADQUARTERS, UNITED STATES MARINE CORPS

Colonel DAVIS. Mr. Chairman and members of the committee: The Marine Corps is interested in this project with the Navy to increase the efficiency of our operations. You have heard the Admiral say we can get only one ship in at a time. They take one out and bring in another one. The Marine Corps outloads and returns over the Morehead City docks nine times per year. Those movements will depend in size on the particular fleet movements or maneuvers in the Mediterranean and the annual trips that we make to the cold weather training in Newfoundland. Our division training and so forth are all taken out through this port.

This project will allow the safe passage of ships up the channel and expedite their loading in and out over the docks of the port.

Mr. BLATNIK. Are there any questions?

(No response.)

Mr. BLATNIK. Thank you very much, Colonel.

Mr. BARDEN. I would like next to present Colonel Marr of the North Carolina Ports Authority.

Mr. BLATNIK. We are pleased to have you, Colonel Marr.

STATEMENT OF COL. RICHARD G. MARR, EXECUTIVE DIRECTOR, NORTH CAROLINA STATE PORTS AUTHORITY

Colonel MARR. I am Col. Richard G. Marr, Executive Director of the North Carolina State Ports Authority.

Mr. BLATNIK. Would you please take the chair, Colonel?

Colonel MARR. Thank you. I have very little to add to what has already been stated. I can tell you just a little bit about the tonnages that come in here.

Approximately half of the tonnage of petroleum is for the various airfields, not only Cherry Point but Seymour Johnson, and airfields a little farther in, in this area. It comes through a new terminal, Aviation Fuels Terminal, Inc., which is a new installation above that which the State developed on the other side of the channel. It was placed there at considerable cost and it will bring the cost of installations at Morehead to $1 million or so above what the State put in there.

Our Marine Corps movements are of considerable importance to both the Marine Corps and the Federal Government. The recent outloading of troops for the Mediterranean took place in Morehead City. There are continuous activities which take place at that port—both practice activities and maneuvers, and things of that sort.

It is an absolute necessity that that channel be deepened to facilitate that activity. The question was asked whether these tankers which come in off load before they get in there. That is a fact, and the port of Morehead City is at a distinct disadvantage because of that fact.

Ships must go to Norfolk or to some other port and off load part of their cargo prior to the time they come into Morehead City. This is not very favorable for that port.

Mr. BLATNIK. Thank you very much, Colonel. Are there any questions?

No response.

Mr. BLATNIK. Mr. Barden.

Mr. BARDEN. Mr. Chairman, I would like to present the mayor of Morehead City who is unfortunately faced with these problems and troubles involved in the ships coming in and getting out. Mayor George Dill.

Mr. BLATNIK. Mayor Dill, we welcome you to this committee and are pleased to have you here this morning. You may proceed.

STATEMENT OF GEORGE DILL, MAYOR, MOREHEAD CITY, N. C.

Mayor DILL. Thank you very much, Mr. Blatnik. They have talked principally about the military aspect of this port facility. As the mayor of the town I am also interested in the commercial aspect in addition to the aviation fuel and the other cargoes that have been talked about. As Colonel Marr pointed out, about 50 percent of the liquid cargo brought in is for the military. On the other side of the fence there is that brought in for commercial operation.

Just beyond the facility that is shown here in this picture there is a plant for the manufacture of roofing—a rather large plant—asphalt shingles and building paper and the like. They bring in liquid asphalt from down in Mexico or somewhere down there. They have a facility at the end of this longer pier here for unloading and piping their product over to tanks of their own. They cannot bring in a full load at this time.

Now, since the military is supported by the taxpayers maybe they can put up with this part load business, but a commercial operator in competitive business cannot get along very well with having to buck a situation of that kind in which he cannot economically bring in raw materials in order to compete with businesses elsewhere. And since all of that is within the incorporated area of the town of Morehead City and that plant is not only a taxpayer but a contributor to the economy of the area, of course, the town is vitally interested in having the channel deepened and widened in order further to permit our industry to operate competitively and thus expand.

Mr. BLATNIK. Thank you very much, Mayor. Are there any questions?

(No response.)

Mayor DILL. Thank you.

Mr. BARDEN. Mr. Chairman, I would like about 1½ to 2 minutes. Where you see that strip with the tremendous installation of tanks, that is a body of land that lies between Beaufort and the town of Morehead City. Where you see the lines drawn in, that is the inland waterway which goes from north to south. All of that traffic comes through here. So you can readily see, with the cramped situation there and with one boat being able to come in at a time, and the amount of traffic, both barges and boats, large and small, going

through the inland waterway, an expansion of that tuning basin is just absolutely necessary.

Wilmington is some 25 or 30 miles from the ocean. Here it is only 3½ miles from the ocean. When you are saving time for a ship you are saving money and crew time, and saving on everything as far as that is concerned.

So I sincerely hope that the committee will approve this matter, especially in view of the fact that there is not one single person or organization, whether it be local, State or Federal Government, or otherwise, which has not seen the necessity for it and given its approval.

Let me repeat again, the State has not only given its approval but over $3 million of its taxpayers' money to develop something here which has already proved to be a very, very wise and necessary installation.

The new Seymour Johnson field is just some 60 or 65 miles inland from there, and the fuel that comes in here also goes there. Further on up the State the Standard Oil Co. and others supplying the area around there with fuel are not only using this port but that traffic is expanding. I am satisfied they have found it quite economical and advisable to use this port. I would appreciate very much the committee's approval of it.

Mr. BLATNIK. And the Corps of Engineers says it has a benefit-cost ratio of 1.85, which is relatively a very favorable economic ratio.

Mr. BARDEN. Yes, sir, Mr. Chairman. It is very favorable under most unfavorable conditions. The T–3 tankers are larger than the T–2 tankers and are, therefore, excluded from the port. The T–2's cannot come in fully loaded. So I am sure the committee will readily see that before you have the traffic you must have the water. With about 29 feet of water now it makes a good showing and we expect it to be tremendously improved if it has the depth sufficient so that these ships can come in fully loaded regardless of their size.

Thank you very much.

Mr. BLATNIK. Thank you very much, Mr. Barden. Are there any questions?

(No response.)

If not we will go to the next project.

PORT TOWNSEND, WASH.

Mr. BLATNIK. The next project is Port Townsend, Wash., H. R. 7931 and H. R. 8293. Is Mr. Jack Westland here? Mr. Westland we appreciate your patience and cooperation. You were here on deck early today at the beginning of the hearing this morning but we had a rather long extension of the hearings.

STATEMENT OF HON. JACK WESTLAND, A MEMBER OF CONGRESS FROM THE STATE OF WASHINGTON

Mr. WESTLAND. I want to say that I appreciate the courtesy of the chairman and this committee in sitting here and hearing this project. I do not particularly want to go into the technical aspects of this harbor project, Mr. Chairman. I presume Colonel Walker will give those details to you.

Mr. BLATNIK. All the technical engineering and physical and financial aspects will be presented in detail by the Corps of Engineers and there will be further questions in executive session.

Mr. WESTLAND. That is my understanding. There are just one or two things I would like to say about the town of Port Townsend which has a population of about 5 or 6 thousand people now. It attracted national attention here in 1953 when Fort Worden was deactivated; and, being practically a one-industry town, it just about collapsed. I am really proud to represent the people of Port Townsend because of the way they got together and by their own endeavors pulled themselves up by their own bootstraps and are today in pretty good shape. They are coming along, according to all reports in good condition on all aspects of the situation with bank deposits and telephone registration and the power use and children in school all at a very high figure. Their economy is coming along well and they have done it themselves despite the fact that their income dropped from something like $6 million a year to $1 million when about 2,500 troops were taken out of their town.

These people have supported this project to the limit of their ability and I think just a couple of figures would be of some interest. It is my understanding that this project will cost about $386,000 and that there will be local participation of some $240,000, which is certainly a very substantial part of the cost of this whole affair. $70,000 of that is in cash and $171,000 in other facilities.

The maintenance charges to the Federal Government are some $5,000 a year and yet local participation in those funds is $10,000. It is twice the amount the Federal Government will spend on maintenance of this project.

It will increase the area so that they can accommodate an additional 350 boats, where 95 boats are being accommodated today. This area is at the start, as you might say, of the San Juan Island area. The San Juans—and I may perhaps be biased—are a beautiful area and a great fishing area. This harbor in my opinion will accommodate additional fishing boats and greatly enhance the opportunities for increasing the income of this town.

This project has a good benefit-cost ratio of 1.35 to 1, which includes the $10,000 which the city is putting in in participating in this project. Without that the benefit-cost ratio would be considerably greater.

I have a couple of telegrams here which I would like to have the chairman make a part of the record if he sees fit to do so.

Mr. BLATNIK. Without objection.

(The telegrams referred to are as follows:)

PORT TOWNSEND, WASH., *June 5, 1956.*

Congressman JACK WESTLAND,
House of Representatives, Washington, D. C.:

Since deactivation of Fort Worden, Port Townsend has been a one-industry town. For a sound economy we must diversify our economic base. Diversification is most feasible in activities utilizing our fishery resources. Since the estabilshment of fishery-oriented industries is dependent upon expansion of port facilities, we view this project as a prime factor in our future growth. Expanded facilities are also necessary to safely and adequately accommodate the ever-increasing number of pleasure boats.

H. KENNETH CARTER,
President Port Townsend Chamber of Commerce.

PORT TOWNSEND, WASH., *June 4, 1956.*

Congressman JACK WESTLAND,
House of Representatives, Washington, D. C.:

Your representation at pending House committee hearing on Port Townsend harbor-improvement project will be appreciated. You know of strong local support given this project. At Board of Engineers hearing in Washington at least eight organizations presented written support. These include planning groups from King County, transportation companies, municipal bodies, Chamber of Commerce, Economic Development Committee, and yacht clubs. At hearing in Port Townsend at least 22 organizations presented support. These included most of above groups, fishing interests, fish packers, and other private industries. Port Townsend urgently needs this project to redevelop her economy. This project is truly the key to her future.

R. A. LINDENSTEIN,
Economic Development Committee.

Mr. WESTLAND. I know the hour is late and I hope the committee can see fit to approve this project.

Mr. BLATNIK. Thank you, Mr. Westland. We have Mr. Richard K. Pelz, executive assistant to Congressman Don Magnuson, of the State of Washington, also in support of this project. Mr. Pelz.

STATEMENT OF RICHARD K. PELZ, EXECUTIVE ASSISTANT TO DON MAGNUSON, A MEMBER OF CONGRESS FROM THE STATE OF WASHINGTON

Mr. PELZ. Mr. Chairman, thank you very much. Congressman Magnuson was unable to be here this morning and was very sorry he could not be here personally to speak in favor of this project. On his behalf, however, I do have a fairly short statement which I would like to place in the record of this hearing.

Mr. BLATNIK. Without objection, it is so ordered.

(The prepared statement of Congressman Don Magnuson is as follows:)

STATEMENT BY CONGRESSMAN DON MAGNUSON, JUNE 6, 1956, IN BEHALF OF THE PORT TOWNSEND, WASH., HARBOR IMPROVEMENT PROJECT (H. R. 7931), PRESENTED BY RICHARD K. PELZ, EXECUTIVE ASSISTANT TO DON MAGNUSON

Mr. Chairman, I appreciate very much the kindness of your committee in arranging this hearing today on the Port Townsend, Wash., harbor-improvement project.

I don't wish to take your time to go into the technical details of this project as the gentlemen here from the Corps of Engineers have that aspect of the testimony well in hand. However, I'd like to point out some aspects of the background of the Port Townsend community and the importance of the harbor-improvement project to that area.

Port Townsend is situated on Admiralty Inlet, the main gateway to Puget Sound from the Pacific Ocean. The improvement of the port, so as to provide for industrial development and a suitable harbor for small craft engaged in the offshore fishing industry, is a keystone in a program the community has had underway for its economic rehabilitation since the area's largest payroll, $6 million annually from the military installation at Fort Worden, was lost in 1954.

Since the closure of the fort, the community has made a determined effort to pull itself up by its economic bootstraps, and one of the resources it has had to accomplish this with has been the area's fine, natural harbor.

The loss of the $6 million annual military payroll was the result of action of the Federal Government, and I feel that there is a basis of common equity involved in efforts by the Government to assist the community in regaining its economic feet, although, of course, this has no specific bearing on the case for the authorization of the project itself.

The harbor-improvement project is adjacent to a fine industrial site, with rail and highway facilities at hand, and a power substation, a sewer and water trunk system nearby.

Industrial development in the fields of lumber and fisheries products processing would be made possible by the development of the harbor project, thus stabilizing the economic base of the area and benefiting the State and the Nation.

Again, Mr. Chairman, I want to thank you and the members of the committee for this opportunity to appear before you and discuss this harbor-improvement project. Thank you.

Mr. PELZ. Also I have some telegrams sent to the Congressman from the chairman or secretary of the Economic Development Committee, B. A. Lindenstein, a local committee organized to boost the economy of Port Townsend; a telegram from the mayor of the city of Port Townsend, Dr. George Bangerter; from H. Kenneth Carter, president of the Port Townsend Chamber of Commerce; and A. R. MacFarlane, commodore, Port Townsend Yacht Club, showing the complete local support of and interest in this project.

Mr. BLATNIK. Without objection it is so ordered.

(The telegrams referred to are as follows:)

PORT TOWNSEND, WASH.,
June 4, 1956.

CONGRESSMAN DON MAGNUSON,
House of Representatives, Washington, D. C.:

Your representation at pending House committee hearing on Port Townsend harbor improvement project will be appreciated. You know of strong local support given this project. At Board of Engineers hearing in Washington at least eight organizations presented written support. These include: Planning groups from King County, transportation companies, municipal bodies, chamber of commerce, economic development committee and yacht clubs. At hearing in Port Townsend at least 22 organizations presented support. These included: Most above groups, fishing interests, fish packers and other private industries. Port Townsend urgently needs this project to redevelop her economy. This project is truly the key to her future.

B. A. LINDENSTEIN,
Economic Development Committee.

PORT TOWNSEND, WASH.,
June 6, 1956.

DON MAGNUSON,
Member of Congress,
House Office Building, Washington, D. C.:

City of Port Townsend appreciates the interest you have taken on behalf of the Port Townsend harbor improvement project. We hope you can include the project in the omnibus rivers and harbors authorization now being considered by the committee. We believe that it is necessary that the plan to expend $370,000 for dredging of boat mooring basin and the constructions of 1,500 foot breakwater and other works is absolutely necessary for our existence. Our port appreciates all the things you are doing for our city.

DR. GEORGE BANGERTER,
Mayor, city Port Townsend.

PORT TOWSEND, WASH.,
June 5, 1956.

CONRGESSMAN DON MAGNUSON,
House of Representatives, Washington, D. C.:

Since deactivation of Fort Worden, Port Townsend has been a one industry town. For a sound economy we must diversify our economic base. Diversification is most feasible in activities utilizing our fishery resources. Since the establishment of fishery-oriented industries is dependent upon expansion of

port facilities, we view this project as a prime factor in our future growth. Expanded facilities are also necessary to safely and adequately accomodate the ever increasing number of pleasure boats.

H. KENNETH CARTER,
President Port Townsend Chamber of Commerce.

PORT TOWNSEND, WASH.
June 5, 1956.

CONGRESSMAN DON MAGNUSON,
House of Representatives, Washington, D. C.:

The Port Townsend Harbor improvement project is endorsed by virtually all boating interests on Pudget Sound—both commercial and pleasure. Project would alleviate overcrowded conditions in existing boat haven, eliminate dangerous conditions due to crowding, provide a well located storm refuge and provide Port Townsend with a key factor in its future development.

A. R. MACFARLANE,
Commodore Port Townsend Yacht Club.

Mr. BLATNIK. Colonel Walker of the Corps of Engineers will supply the technical engineering information.

STATEMENT OF COL. GEORGE WALKER, CORPS OF ENGINEERS, UNITED STATES ARMY

Colonel WALKER. As Congressman Westland pointed out, this is a navigation project which involved the development of a mooring basin for small craft at Port Townsend, Wash. The report is authorized by the River and Harbor Act of 1950. Port Townsend is a town of approximately 6,000 population located some 40 miles northeast of Seattle, Wash. The nearest ports are Port Angeles and Anacortes, each about 30 miles in distance from Port Townsend.

The average annual commercial traffic into Port Townsend is between 8,000 and 9,000 tons a year. This involves the inbound and outbound traffic of approximately 12,000 trips a year exclusive of the small recreational craft or the fishing vessels.

The only Federal project in the area is a waterway which connects Port Townsend to Oak Bay, which is to the south, which was completed in 1915. In 1931 the local interests constructed a small-boat harbor which has a capacity of 95 vessels. Locally based within the area are a total of between 250 and 300 small vessels. Local interests requested that a small-boat basin be developed generally in connection with the existing ferry here.

A most logical development has been a mooring basin of some 14 acres in area with depths ranging from 12 to 15 feet and jetties which will protect the mooring basin and tie in to the connecting ferry trestles.

The breakwater would be 1,550 feet in length. The total initial cost of the project is $628,000 on 1956 prices, of which the Federal Government's share is $386,000 including some $6,000 of navigation aids; and the non-Federal interests' share is $241,700.

The annual charges are $27,100. The benefits are $36,740 for a benefit-cost ratio of 1.35 to 1.

Accordingly, the Chief of Engineers recommended the authorization of this improvement in accordance with his report of March 20, 1956.

The provisions of local participation are first the normal provisions to furnish the lands, easements, rights-of-way and spoil-disposal area; to hold and save the United States Government free from damages; construct and maintain adequate piers and facilities; to alter and maintain the ferry landing facilities; and to maintain the earthen fill portion of the jetty, which comprises 950 feet of the 1,550 foot jetty; and, further, to contribute 15.4 percent of the initial cost in cash. Under present prices this amounts to $70,400.

The local interests and the State of Washington have concurred in the report and the Bureau of the Budget offered no objection to its submittal to the committee. I will be pleased to answer any questions that you may have.

Mr. BLATNIK. Thank you, Colonel. Are there any questions?

(No response.)

GULFPORT HARBOR, MISS.

Mr. BLATNIK. We have next the Gulfport Harbor, Miss. Congressman Colmer, we are just receiving a quorum call to go to the floor. With the consent of the committee could we have the presentation by the Member and we will suspend the presentation by the Corps of Engineers if that will be agreeable.

Mr. ROGERS. I so move.

Mr. DONDERO. I wonder if Mr. Colmer has a statement prepared. I will be willing to accept that.

STATEMENT OF HON. WILLIAM M. COLMER, A MEMBER OF CONGRESS FROM MISSISSIPPI

Mr. COLMER. Mr. Chairman, I realize what the situation is. I would be content to leave my statement here. Incidentally, this only involves $5,000 for maintenance of a little harbor.

Mr. GENTRY. You are talking right down my alley.

Mr. COLMER. And I would be content to leave this statement with the clerk and abide by the decision of this honorable committee.

Mr. DONDERO. I am willing to abide by the statement and pass the resolution.

Mr. COLMER. Thank you very much.

Mr. BLATNIK. If we have any further testimony we will certainly have it in the record. We will go into complete detail with the Corps of Engineers in executive session on this project. The Chair appreciates your patience, cooperation and thoughtfulness here.

Mr. COLMER. Thank you, Mr. Chairman. May I say that I have no further testimony. I do not think any further testimony will be necessary other than the Corps of Engineers' statement. I would like to leave my statement to be made a part of the record of this hearing.

Mr. BLATNIK. Without objection your formal statement will be made a part of the record at this point.

(The statement referred to is as follows:)

STATEMENT OF CONGRESSMAN WILLIAM M. COLMER

Mr. Chairman, I am appearing in behalf of the modification of the existing project for Gulfport Harbor, Miss., to provide for maintenance of the commercial small-boat harbor.

The existing project at Gulfport, completed in 1950, provides for a channel 32 feet deep, 300 feet wide, and about 8 miles long across Ship Island bar; a channel 30 feet deep, 200 feet wide and about 11 miles long through Mississippi Sound; and an anchorage basin 2,640 feet long, 1,320 feet wide and 30 feet deep.

West of this anchorage basin the city authorities have constructed a commercial small-boat harbor, 1,800 feet long, 900 feet wide on the landward end, tapering to about 600 feet on the outer end, with an entrance channel 7,000 feet long and 60 feet wide from the Federal ship channel, all at a depth of 14 feet. The total cost of this small-boat harbor was $550,734, all of which were non-Federal funds.

The local interests have requested Federal maintenance of this commercial small-boat harbor. Their original request was for a depth of 12 feet in the harbor and an entrance channel of the same depth, with a minimum width of 60 feet. They also requested proper marking and lighting of the channel.

The district engineer at Mobile found that the actual width of the entrance channel, at a depth of 12 feet, is about 80 feet. He proposed that, in order to effect economies through the use of large dredges, the channel be maintained at the existing width at 80 feet instead of 60 feet requested and maintenance of the entire project at a depth of 12 feet to permit the use of the harbor by barge traffic.

The Board of Engineers for Rivers and Harbors agreed with the district engineer that maintenance of the small-boat harbor and entrance channel would result in increased landing of seafood and in safety of vessel operation. However, it questioned the advisability of maintaining a depth of 12 feet, holding that 8 feet would be adequate for all present and prospective navigation. In the hearings before the Board the local interests advised that barge traffic, which they had expected in the small-boat harbor, and for which 12-foot depth would be needed, had not materialized. They, therefore, agreed that an 8-foot channel would meet their requirements for the present and for the foreseeable future. The Board also recommended a 100-foot channel to extend directly from the small-craft harbor to the 8-foot depth in Mississippi Sound. This straight approach channel would be about 4,300 feet. The Board estimated the annual cost of maintenance of the 26-acre harbor and the approach channel as $5,000 in addition to that now required.

The Chief of Engineers concurred in the views and recommendations of the Board. We now appear before your committee in behalf of congressional authorization of the modification of the existing project at Gulfport to provide the maintenance recommended by the engineers.

The local interests submit that this small-boat harbor will promote expansion of commercial enterprises and attract new ones to its area, permit unloading of seafood directly to the docks of seafood establishments, eliminate the necessity for boats approaching from the west to cross the ship channel, permit continuous operation of a small-boat repair yard, provide protected berthing and docking facilities for small commercial craft and provide a harbor for small naval craft in case of national emergency.

Houston Ship Channel, Houston, Tex.

Mr. Blatnik. We have, next, the Houston ship channel, Houston, Tex., H. R. 10545. Congressman Albert Thomas of Texas.

STATEMENT OF HON. ALBERT THOMAS, A MEMBER OF CONGRESS FROM THE STATE OF TEXAS

Mr. Thomas. Mr. Chairman, let me come back some time at your convenience. You are all busy and want to go to the floor. Is that right? Let me come back in the morning or whenever it is convenient for you all. I marvel at your patience in this multiplicity of detail work that you have. Let me come back at some other time. I do not mind it if you do not.

Mr. Dondero. You are in the same class with Bill Colmer.

Mr. Thomas. Here is the ship channel, and you all know it better than I do. The Corps of Engineers built it. It is a refining center for the gasoline and oil of the country and it is the chemical center

now of the country. Its national-defense potential is unlimited. In potential business from the economic standpoint it is No. 2 in the Nation. We have to ease the bends and widen and deepen the channel. It is going to be a question of 5 or 10 years. That is the situation and I hope you will grant the authorization.

Mr. BLATNIK. Mr. Thomas we assure you of a complete and thorough hearing on this project.

Mr. THOMAS. Thank you. We have to trust the Corps of Engineers, and I know my people and this committee are willing to do it.

Mr. BLATNIK. Thank you very much. The committee is adjourned.

(Whereupon, at 12 : 15 p. m. the committee adjourned.)

RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

TUESDAY, JUNE 12, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RIVERS AND HARBORS
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met, pursuant to call, at 10:15 a. m., in room 1302, New House Office Building, Hon. John A. Blatnik (chairman of the subcommittee), presiding.

Mr. BLATNIK. The subcommittee will please come to order for further hearings on projects to be considered for the proposed Rivers and Harbors omnibus bill.

HOUSTON SHIP CHANNEL, TEXAS

The first project is the Houston ship channel, Texas, H. R. 10545, by our colleague, Mr. Albert Thomas, of Texas. The Army Engineers report they do not have all of the specific figures on it, although the previous work has been done by the Corps of Engineers on the harbor there.

I have asked Colonel Allen if he will not give as much information as possible on the economic and navigation features of this project.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. Mr. Chairman, H. R. 10545 has, as its purpose, the improvement of the Houston ship channel to a depth of 40 feet and a width of 500 feet. The existing project at the Houston ship channel provides for a 36-foot by 400-foot channel. The Houston ship channel is about 50 miles long, from the Gulf of Mexico up to the turning basin at Houston.

The existing authorization is about 65 percent complete. We have been securing appropriations in recent years to work incrementally up toward the Houston turning basin, and it is now complete up to about Mile 42 to its authorized dimensions of 36 feet deep and 400 feet wide at the Gulf of Mexico, and gradually narrowing down to an authorized width of 300 feet at the Houston turning basin.

We have no figures as to the cost of further improvement of that contemplated by H. R. 10545. We have an outstanding review report which is not completed. We are not able to recommend to this committee, as we usually do, the benefits which will accrue by reason of this improvement, or the cost of the ultimate project. The figure will range, when the report is completed, somewhere between $10 million

and $35 million, depending upon the degree of widening which is found necessary and desirable and economic in the upper reaches.

In the upper reaches of the Houston ship channel, since it was provided, industry has moved in very close to the channel, and it is very doubtful that the full 500-foot width could be reached up in that area by reason of the inability of the local interests to provide the necessary lands and rights-of-way, because industry moved on to the channel.

As I pointed out, depending upon the justification we can find for further improvement, the cost of the project will vary between $10 million and $35 million, which is the best figure we can give at this time.

The port of Houston is a very important port. Last year the Houston ship channel carried on the order of 43 million tons of commerce and undoubtedly when this survey report is complete some justification will be found for improvement. Whether it will be for additional widening, or additional deepening, or the extent to which the additional widening and deepening can be found justified, we are not able to comment further on at this time.

Mr. DONDERO. Colonel, do you anticipate that the report the Corps of Engineers will make on this project will be favorable?

Colonel ALLEN. The report is not now in work and we do not know the extent to which it will be favorable, Mr. Dondero. It is undoubtedly true that some portion or increment of improvement will be found justified, but the extent we are unable to say.

Mr. DONDERO. What does the majority of that 45 million tons of commerce consist of?

Colonel ALLEN. Primarily petroleum and petroleum products.

Mr. DONDERO. Where does it come from? Where does the oil come from? Is it from the Texas area?

Colonel ALLEN. Largely exports from the Houston area to the east coast ports.

Mr. DONDERO. Did I understand you to say you are asking for a 40-foot depth?

Colonel ALLEN. That is the purpose of this bill.

Mr. DONDERO. It is 36 feet now?

Colonel ALLEN. 36 feet authorized now.

Mr. DONDERO. How do you justify the increase in depth?

Colonel ALLEN. We would justify the increase in depth in this project as we do in others by the savings in transportation cost, by reason of the vessels being able to load to their full drafts. As the vessels increase in draft they have a requirement for an improved channel. Until such an improved channel is provided these larger supertankers which carry 33 to 37 feet at rest in salt water loaded, must of necessity light-load because of the shallowness of the channel.

Mr. DONDERO. The chairman just called my attention to the extreme modesty of us folks up on the St. Lawrence seaway in only asking for 27 feet, when here you are asking for 40 feet, which is almost as much as the harbors of Philadelphia and New York have. Of course, it does show the great importance of this harbor, but I did want to call that to your attention. We folks up in the heartland of this country operate with modesty. We never ask for more than we are entitled to.

Mr. Chairman, I hope this report is favorable so I can vote for it. I understand this is in the district of Mr. Albert Thomas, of Texas.

He never stands for anything but what is top priority in every way.

Mr. BLATNIK. Colonel, you stated the existing authorization is 65 percent complete.

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. Do you have any estimate on what time will be required to complete the rest of the authorization?

Colonel ALLEN. Our schedule shows, Mr. Chairman, that in fiscal 1960 the existing project to 36 feet and 400 feet in the Galveston Bay channel, and tapering to a 300-foot width at the turning basin, will be completed. There are still almost $3 million worth of funds to be appropriated for completion of the existing project. We received $730,000 in this year's appropriation, and $750,000 in last year's appropriation. Our schedule contemplates completion in 1960 with approximately the same amount of appropriation in the next 3 years.

Mr. BLATNIK. About three more years?

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. Colonel, the project proposed in H. R. 10545 and that which is now authorized—are they compatible in a sense? Do they dovetail at all? Do you get my point? Will it be a further extension of the work you are now doing, or will it mean going back to deepening channels which are already now deepened to 36 feet, and redoing that to 40 feet?

Colonel ALLEN. That is correct.

Mr. BLATNIK. And widening it from 300 feet wide to 500 feet wide?

Colonel ALLEN. It will mean another operation over the same area.

Mr. BLATNIK. You will be retracing your steps?

Colonel ALLEN. Yes, sir. The work remaining to be done on the existing project is in the upper reaches, and if a project of this type were authorized we would probably begin in the lower reaches to provide the deeper drafts in the bay channel, and gradually work up the river channel with the increased depths.

Mr. BECKER. I have just one question, Colonel. If you still have 3 or 4 years of work on the original project, which ranges from 400 feet down to 300 feet in width, and 36 feet deep, and if this project were changed to the dimensions in the bill of 40 feet deep and 500 feet in width, and a favorable report would come in on it, would you have to complete the present project first before you go on to increasing the depth and width?

Colonel ALLEN. I think probably we would, Mr. Becker, because the work remaining is in the upper 10 miles of the river and the channel there.

Mr. BECKER. That is getting up to the city area?

Colonel ALLEN. Yes. And if we would improve the lower reaches or get authority for it, I think we would start at that end to get the full benefit of the additional deepening in the outer area.

Mr. BECKER. Would this make it 500 feet from beginning to end, or would that also taper down to 400 feet?

Colonel ALLEN. I think as a practical matter we would have to do as we have done in the present channel and gradually taper it down, because of the inability of local interests to provide the rather expensive right-of-way, because of the industry which has moved in right to the channel's edge now.

Mr. BECKER. The point I am trying to get at is, if a project such as is called for in this bill were improved now, would there be savings in being able to go to the greater depth and the greater width instead of what is in the project at the present time? Would there be any saving in doing it at one time on the balance of the 8 or 10 miles that you have left?

Colonel ALLEN. There would be some, but I think the benefits to be gained by starting at the outer end to provide the full depths for the first 25 or 30 miles in the bay channel would outweigh the savings we might gain by providing a 40-foot channel at the upper end and a 36-foot channel at the lower end, because you would have no use of it until the connecting link was improved.

Mr. MACK. Why is the 500-foot desirable over the 400-foot?

Colonel ALLEN. I am not certain in the case of this channel that we could find justification for the 500-foot width, but for the most part in these exposed channels where vessels have to operate in fog and at night we have found justification in some cases for a width of 500 feet. That would depend on the findings of the report as to the type of vessels using this channel and their interference with barge traffic, which is a very serious interference on some of these gulf coast ports, where there is barge traffic moving at a slow rate being overtaken and passed by a deep-draft vessel going at a greater speed. That is a usual basis for improving the width, that is, for safety in navigation and in passing and overtaking.

Mr. MACK. Are the largest type of tankers now using this waterway?

Colonel ALLEN. Supertankers can now use the Houston Ship Channel; yes, sir.

Mr. MACK. But only by carrying a partial load?

Colonel ALLEN. In the outer reaches they can proceed almost with a full load now. A supertanker, the latest model, draws, fully loaded, 37 feet, and width 36 feet of depth in the channel it means they must light load probably 4 feet, because you have to allow several feet under the keel for the squat as the vessel proceeds, and also you must allow for a clearance under the keel in addition to that for ease in navigation and in answering the helm. So 4 or 5 feet in addition to the draft is what the navigators prefer.

Mr. MACK. Then the larger tankers now navigating the water can use it with a full load if the channel is deepened to 40 feet?

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. Are there any further questions?

Mr. SCUDDER. The Engineers have not completed their survey as to the savings brought about by the greater depth?

Colonel ALLEN. No, sir. We have not.

Mr. SCUDDER. Does that have to be submitted to the Board of Engineers?

Colonel ALLEN. It will follow the usual procedure from the district to the division, through the Board of Engineers for Rivers and Harbors, and to the Chief of Engineers, and the Bureau of the Budget, and the committee.

Mr. SCUDDER. Then you have not had any public hearings in the district?

Colonel ALLEN. A public hearing regarding the Houston ship channel was held in Houston, Tex., on May 14, 1951, sir.

Mr. BLATNIK. Thank you, Colonel Allen. Congressman Thomas.

STATEMENT OF HON. ALBERT THOMAS, A MEMBER OF CONGRESS FROM THE STATE OF TEXAS—Resumed

Mr. THOMAS. Mr. Chairman and gentlemen, I am not going to belabor you here because I know you have a thousand and one things to do.

First I want to commend the committee for your patience and the manner in which you turn out a multiplicity of detail work. I sat in here the other day and I am really astounded at you. I want to commend you on that. I do not want your job. I could not do it.

Gentlemen, let me emphasize 2 or 3 points here. Of course, this is a manmade ditch. That is what everybody calls it. My people did not make it; the Corps of Engineers made it, starting back in 1896. There are 2 or 3 oldtimers on this committee, if I may say so, and they well know more about this project than I do. The Corps of Engineers know every foot of this channel. This is their baby. In fact, their office for the area is right on it. Up until 12 or 15 months ago they kept a staff on it right there, 12 or 15 miles out of Houston.

Of course, there is some detailed bookkeeping work and some formalities they have to go through to satisfy the parts of this bill, but they know as much about it now as they will know 10 years from now. I say that with quite a bit of feeling and understanding because this is their project. They know it because they made it.

Last year this harbor was either second or third in total tonnage in the United States. What was it, Colonel?

Colonel ALLEN. In the first five.

Mr. THOMAS. It alternates with Philadelphia for second or third place. Whether it was second or third I do not know, but it is indicative of the tonnage.

As the colonel pointed out to you, the tonnage is primarily composed of oil and chemicals. This is the area down there which is developing into the chemical center of the United States, and the heavy end of it, where they haul it out in tank loads and boatloads. You could not operate the Air Force in this part of the country without that fuel. The munitions industry is fed from those chemicals. So from the standpoint of national defense it is tops. You cannot get around that.

The reason why I am anxious, if I may be frank with my colleagues, for them to go ahead and get this authorization in this year, is this: The Corps of Engineers has been working on this project since 1905. It started out at 15 feet and then went up to 20 feet, and then to 27, and then 30, and then 32, and now it is 36. Now we are asking as time goes on—and it will take another 4 or 5 or maybe 6 years, of course—to make it 40 feet. That barge traffic is increasing tremendously there. In the 15 or 20 miles they will use in the free gulf, as we could call it, it certainly ought to be enlarged to 500 feet in width. It is not going to cost too much money to do that, as you know. This involves a safety factor with all of these barges increasing their loads of heavy chemicals, like soda and potash and even cotton and oil coming up to the east coast. Then when you get inside the last 20 miles, that is something else.

If my people had really been smart and done this 25 or 30 years ago, like it should have been done, and widened it and deepened it,

they would have something there. But they cannot possibly draw a straight line and say you are going to widen this 500 feet all the way. It cannot be done because it would break the bank. Most of this land close in already has wharves and docks and factories on it. So, after all, the judgment of the Corps of Engineers is going to prevail. My people want their judgment to prevail. There is no argument with them. They work like that 7 days out of the week. My people trust them, and this committee trusts them. They are the technical people involved in this.

The language of this bill says, "In the judgment or the discretion of the Corps of Engineers." There are a lot of those bends in the channel that ought to have been eased many years ago, and the longer we wait to ease them the more hazardous and the more expensive it is going to be.

Gentlemen, I could talk to you all day, but you have other things to do. Let me suggest this to you: Whatever the cost is going to be, we are going to have to pay for that. The local interests will have to pay their part, and the Government will have to pay its part, because we know we are not going to shut down the port.

Let me suggest that you put in a limitation of $15 million or $20 million and then put in language saying that if it goes beyond that then the Corps of Engineers reports back to this committee and your companion committee in the other body. So far as I am concerned, I do not like to have things without a limitation on them. I think you ought to keep control of it in this committee's hands. So put a limitation on of $15 million or $20 million, and if the cost goes beyond that, have the Corps of Engineers report back to this committee and the corresponding committee on the other side, and give this committee a chance to say "No," if it so desires.

Thank you, gentlemen, and I hope you let this thing go through, because it has been far too long now. If we do not get it in this year's bill, the probabilities are we will have to wait 2 more years.

Thank you so much, and good luck to you.

Mr. BLATNIK. Thank you, Mr. Thomas.

Are there any questions on my right?

(No response.)

Mr. BLATNIK. Any questions on my left?

Mr. ALGER. Mr. Chairman, I want to say I am sorry that I was late this morning, but I was late because things in my office are not as I would have them. However, before my colleague leaves, I would like to say I apologize to you for not being here to hear your full statement.

Mr. THOMAS. Thank you very much. I understand.

Mr. ALGER. And I want to say I assure you I am delighted to see you before the committee.

Mr. THOMAS. Thank you.

Mr. BLATNIK. Thank you very much.

TOLEDO HARBOR, OHIO

Mr. BLATNIK. The next project is the Toledo Harbor, Ohio, maintenance dredging and turning basin. Colonel Allen.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. This report to the committee on Toledo Harbor is in response to a resolution of April 21, 1953. Toledo Harbor is located at the western end of Lake Erie and is one of the major lake ports, being the primary port for the shipment of coal up the lakes into Lake Huron and Lake Superior and around into Michigan. It handles on the order of 30 million tons of commerce annually. About 24 million tons of that is coal and the balance is ore and petroleum and other cargo.

The existing project at Toledo, which is virtually completed, consists of a long channel out into Lake Erie about 16 or 17 miles, which is 500 feet wide and 25 feet deep. It extends up the Maumee River at the same depth, and then 700 feet wide another 7 miles.

As I pointed out, this is a coal port primarily and about 80 percent of the tonnage terminates and originates in this group of docks—the Lakefront Dock & Terminal Co. and Chesapeake & Ohio docks. With the development of larger vessels on the lakes, or the gradual progression of larger vessels and longer vessels, the vessels which dock at these piers here have increasing difficulty in backing out into the channel and reorienting themselves for the long shot out into Lake Erie.

Mr. DONDERO. That is the Maumee River, Colonel?

Colonel ALLEN. Yes, sir.

Damages have occurred and are continuing to occur when these vessels back out into the soft riverbank on this side, even with tug assistance, in an effort to orient themselves and progress out into the lake. At times of high winds it is particularly difficult as the depths on this side of the channel are only on the order of 2 or 3 feet. It is a sharp cut into a normal sand slope, and there is no long progression of bank slopes here. There is a steep slope. The vessels continually sustain damages as they get back into here.

The district engineer made his report, and the Chief of Engineers concurred, in recommending to this committee the improvement of this area here shown in green, so as to provide a 25-foot depth for this small area and permit these vessels to have the benefit of that additional width in backing and turning out into the lake.

The cost of this portion is $786,000. The benefits from further elimination of damages to vessels are $37,500, and that portion has a benefit-cost ratio of 1.1.

The other modification recommended in this report, at a cost of $73,000, is providing a turning basin in this area here for the turning of the vessels that use the Maumee River. Again the longer vessels terminating at this dock, and those using this shipbuilding and repair dock, have difficulty in turning around and getting out into the lake and down the river. That portion at a cost of $73,000 has a benefit-cost ratio of 1.92.

The State of Ohio concurred in this report, and the Bureau of the Budget has no objection to the submission of the report.

Mr. BLATNIK. Are there any questions on my right?

(No response.)

Mr. BLATNIK. Any questions on my left?

Mr. DONDERO. Just one question, Mr. Chairman. Would that turning basin be above the two railroad bridges of the Baltimore & Ohio and the New York Central?

Colonel ALLEN. This is the New York Central and St. Louis, and this is the turning basin. It is above both of the railroad bridges.

Mr. BLATNIK. Is the American Shipbuilding Co. still active? Do they have any shipping under construction?

Colonel ALLEN. Yes, sir. I do not know about under construction, but it is one of the repair facilities for vessel repairs on this lake.

Mr. BLATNIK. Repairs and modifications and alternations?

Colonel ALLEN. Yes, sir.

Mr. DONDERO. What is the depth of the channel?

Colonel ALLEN. Twenty-five feet.

Mr. DONDERO. And you propose to leave it at that?

Colonel ALLEN. Yes, sir; and provide this turning basin to a 20-foot depth.

Mr. AUCHINCLOSS. May I ask a question?

Mr. BLATNIK. Mr. Auchincloss.

Mr. AUCHINCLOSS. Colonel, does this improvement anticipate the additional traffic from the improvement in the St. Lawrence seaway?

Colonel ALLEN. No, sir. There was no consideration given to increased commerce from the St. Lawrence.

Mr. AUCHINCLOSS. So if that additional traffic comes through it will mean additional work here?

Colonel ALLEN. That is correct; but there was no prospective commerce from the St. Lawrence included in this report to justify it.

Mr. BLATNIK. Are there any further questions?

(No response.)

Mr. BLATNIK. Thank you, Colonel.

Mr. Ashley, I am sorry that we proceeded a little quickly. We just had the Corps of Engineers complete their presentation on Toledo Harbor and they gave us the engineering and fiscal and economic data on it. We would be pleased to have any statement you may care to make at this time.

STATEMENT OF HON. THOMAS ASHLEY, A MEMBER OF CONGRESS FROM THE STATE OF OHIO

Mr. ASHLEY. Would it be possible for me, Mr. Chairman, to submit a statement for the record?

Mr. BLATNIK. Yes. You may make a statement on or off the record.

Mr. ASHLEY. Suppose I submit one for the record, since they have covered the ground pretty thoroughly.

Mr. BLATNIK. Without objection, it is so ordered, and you may be permitted to revise and extend your statement.

Mr. ASHLEY. Thank you.

(The prepared statement of Mr. Ashley is as follows:)

Mr. Chairman, the full potential of the port of Toledo can only be accomplished with the help of the Federal Government and the United States Corps of Engineers. Our community, by appropriating $2.5 million over the next 5 years, has indicated its interest and willingness to assist in our port development. This money will be largely used for

development of docks, land fill, and other facilities. But the assistance of the Corps of Engineers and the Federal Government is essential to complete projects already approved, but which are in need of final authorization and/or the appropriation of funds.

Two of the most important projects are for widening of the Toledo Channel opposite the Chesapeake & Ohio Railway dock, and opposite the lake-front docks. These two projects are contiguous in the channel and, therefore, should be considered together. The total estimated cost of these two projects is $1,306,000.

The urgency of these projects rests in the ever increasing congestion of shipping in the Toledo harbor. More than 75 percent of our vessel traffic is here, and traffic is expected to increase considerably. There was a total of 10,739 arrivals and departures in 1955 as compared with 8,593 arrivals and departures in 1954. With the opening of the seaway this traffic will increase.

The widening will remove a dangerous existing condition and will help speed up ship movement. At the present time, ships must back directly from the dock into the channel, blocking it completely and causing a hazard that should be eliminated as early as possible.

I am grateful for the opportunity of testifying before your committee and I know that you will give the most careful consideration to the projects I have discussed with you.

Licking River, Ky.

Mr. Blatnik. We will proceed with Licking River, Ky., which is a maintenance project. It is also a small project sponsored by Congressman Brent Spence, of Kentucky. Mr. Henry C. C. Weinkauff, of the Corps of Engineers, will explain it to us.

STATEMENT OF HENRY C. C. WEINKAUFF, CORPS OF ENGINEERS—Resumed

Mr. Weinkauff. Mr. Chairman and members of the committee, this is an interim report for maintenance only, authorized by House Public Works Committee resolution adopted June 24, 1953, and March 16, 1954. Licking River enters the Ohio River opposite Cincinnati, Ohio, and flows between Covington and Newport, Ky. It enters the pool formed by lock and dam 37, which is located downstream from Cincinnati.

The reach of Licking River under consideration is the lower 3 miles of the river. Depths available at the present time within that reach are generally 9 feet or more, except at 2 points: at mile 2.4 and mile 2.8, where depths of approximately 8.5 feet are available.

There is no authorized Federal project on the Licking River. However, minor dredging has been accomplished under emergency and general authorizations available to the Chief of Engineers.

The cost of this work has been approximately $16,000. Markland lock and dam, a project now under construction downstream to replace lock and dam 37, will raise the pool level of the Ohio River in this vicinity and also the backwater up Licking River, approximately 14 feet.

The commerce on Licking River increased from 218,000 tons in 1947 to 640,000 tons in 1953. It consisted of oil and gasoline, iron and steel,

and scrap iron materials. There are 3 companies operating on the river now, one of which, the Jewel Coal Co., has recently installed facilities at mile 1.34.

The safe navigation and continued use of the lower Licking River is dependent upon adequate maintenance. A 9-foot channel could be maintained without additional construction up to about mile 3, except for the 8.5-foot shoal that I mentioned previously. The cost of this would be $1,000 annually and annual benefits are estimated at $7,000, giving a benefit-cost ratio of 7.0.

The Chief of Engineers recommends a project for maintenance in the existing channel within the lower 3 miles of Licking River. The State of Kentucky favors the project and the Bureau of the Budget offers no objection to the submission of the report to the Congress.

That concludes my oral presentation unless there are some questions.

Mr. BLATNIK. Just to summarize, will you repeat once more, Mr. Weinkauff? For $1,000 just what would be the maintenance work and what would be involved?

Mr. WEINKAUFF. Essentially clearing and snagging of some material which comes down from the upper watershed, and removal of sand and silt. I might also emphasize that after construction of Markland locks and dam there will be an additional depth in this reach and, of course, the maintenance will be much less and probably will result in requiring merely snagging or clearing of obstructions which are carried down from the upper watershed.

Mr. BLATNIK. Thank you very much. Are there any questions? (No response.)

FREEPORT HARBOR, TEX.

Mr. BLATNIK. Congressman Clark Thompson is here so we will take up Freeport Harbor. Colonel Allen will you make the initial presentation?

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. Mr. Chairman, the report on Freeport Harbor is submitted in accordance with two resolutions of this committee, one in September 1951 and the other in March 1955.

Freeport Harbor is located on the coast of Texas about 46 miles southwest of Galveston. The existing project provides for a 38 by 300 foot entrance channel, shown in black; a 36 foot jetty channel up through the river to the upper turning basin; and, a 30 foot channel up to the turning basin near the Stauffer Chemical Co. That project has only been produced to 32 feet, although the authorization is to 38 feet. The full 32 feet depth has been realized along this alinement and the full 300 feet width.

In the last year or 2, local interests have provided another turning basin and entrance channel shown here to a depth of 30 feet by 300 feet. That was provided entirely at local interests' expense in the order of $450,000. They constructed the dredged area as well as a very modern and fine terminal on this corner of the improvement. Navigation interests and local interests desire two things, which were the purpose of this resolution.

One is to realine the entrance channel to eliminate this rather severe dogleg which exists just at the jetty entrance.

The other is to assume maintenance of this project provided by local interests. In order to produce this channel, the existing channel, deepening it from 32 feet to its authorized 38 feet an expenditure of $258,000 would be required. In order to produce the alinement desired by navigation interests the cost of $317,000 would be required. So, for an expenditure of $59,000 this dogleg can be eliminated and straightened out from the gulf into the jetty entrance channel.

Mr. BECKER. Would that be 32 feet or 38 feet?

Colonel ALLEN. It would also be 38 feet. An equivalent channel on the new alinement would cost $59,000 more than the authorized channel on the old alinement. The Chief of Engineers made that recommendation and justified it on the basis of elimination of hazards to the jetty. There are reports of numerous accidents because of the alinement at the jetties. Vessels coming into the jetty entrance on an ebb tide, and have struck the jetties when passing another vessel in this area, and a number of accidents have occurred by reason of that dogleg.

The other recommendation made by the Chief of Engineers is assumption of maintenance on this basin, provided by local interests, at a cost of about $4,300 for the maintenance. This $4,300 additional maintenance here is offset by $2,000 less maintenance on this channel because it is a shorter distance to the gulf. So the total cost of this authorization is $59,000 for new work to provide this channel over and above that already authorized; and additional annual maintenance of $2,000.

The report has the favorable comments of the State of Texas and the Bureau of the Budget has no objection to its submission.

Mr. BLATNIK. Thank you, Colonel. Are there any questions on my right?

Mr. GENTRY. Colonel, regarding this dogleg you want to eliminate down there, when was the work done on that? Trace it there with your pointer?

Colonel ALLEN. The black line right here?

Mr. GENTRY. No. From the place where the dogleg is to the right. From that point on out. When was that work done?

Colonel ALLEN. It was initially started at its original depth around 1910. The actual 32 foot depth provision I will have to find. We can check on that.

Mr. GENTRY. Do you have an idea?

Colonel ALLEN. Either the late twenties or early thirties, is my recollection. I am informed it was 1928.

Mr. GENTRY. Do you have any recollection as to how much money was spent there in doing that?

Colonel ALLEN. We can get it out of the annual report.

Mr. GENTRY. Tell me why the Chief of Engineers at that time did not recommend that this be built in a straight line instead of building the dogleg if, as you say, you can save a lot of money.

Colonel ALLEN. At the time it was constructed it was the shortest distance to deep water, because the Brazos River at that time was not diverted. It came down through the city and out into here, causing the deposition of all the silt and material that was carried, and forming a large bar out in this area. This was the shortest distance to deep

water at that time. It has been eliminated now by the diversion of the Brazos River which brings that material down here. That was done in the early thirties and since that time the whole cross section of this picture has changed so that the slope is more parallel to the shoreline. That is the reason why this is now the shortest distance.

Mr. GENTRY. How much shorter?

Colonel ALLEN. 300 feet.

Mr. GENTRY. What is the length of that segment from the dog leg at the right that is now in operation?

Colonel ALLEN. The realined channel would be 17,000 feet long, from the end of the jetty to the mouth, 38 feet deep or 300 feet shorter than the 17,400 feet that now exists.

Mr. GENTRY. That does not answer my question. From the place where the dog leg exists to the presently used route, how far is that out to the point where you did complete it in deep water?

Colonel ALLEN. I do not know the distance from the end of the jetties to here. From the end of the jetties out to here would be 17,100 feet, and from the end of the jetties out to here is 17,400 feet. So the total length of the jetties and not the dog leg, or not the end, is 300 feet less.

Mr. MACK. Each project before us in the Rivers and Harbors Subcommittee carries a certain amount of annual maintenance. For this project it is $2,000, and the Licking River, $1,000, and so forth.

Colonel ALLEN. Yes, sir.

Mr. MACK. Is it is not true that the maintenance money required on rivers and harbors projects that already are authorized is $60 million behind schedule?

Colonel ALLEN. The operation and maintenance budget in recent years has only been sufficient to maintain a portion of the projects which we are authorized to maintain. Much of the jetty repair and structure repair is not being done. The actual extent to which we are behind I am not in a position to say, Mr. Mack. I know our jetty repairs are considerably behind the standard at which we would like to see them.

Mr. MACK. This backlog has been necessary for quite a period of years.

Colonel ALLEN. Yes, sir. We have not been able to do any deferred maintenance, as we call it, of major structural repairs, for a number of years.

Mr. MACK. Are the engineers doing as much dredging as they think should be done to maintain channels?

Colonel ALLEN. The priority of dredging has to go to those harbors where there is a substantial commercial loss if it is not dredged. That means, many times, that fishing harbors and recreational harbors, and harbors with little or less commerce than others, have to be maintained when hardship conditions exist, or less often than we would like to see it.

Mr. MACK. Dredging of rivers and harbors all over the country is generally behind schedule. Is that right?

Colonel ALLEN. Yes, sir.

Mr. MACK. As well as the structural program?

Colonel ALLEN. Yes, sir.

Mr. MACK. How much money was appropriated in this year's program for maintenance and dredging?

Colonel ALLEN. The original request for project maintenance was on the order of $85 million. I believe $10 million was added either in the Senate or in the House.

Mr. MACK. Is that about what you have been receiving in previous years?

Colonel ALLEN. About $80 million to $85 million. Yes, sir.

Mr. MACK. Thank you.

Mr. BLATNIK. Are there any other questions?

(No response.)

Mr. BLATNIK. Thank you, Colonel Allen. Mr. Thompson.

STATEMENT OF HON. CLARK W. THOMPSON, A MEMBER OF CONGRESS FROM THE STATE OF TEXAS

Mr. THOMPSON. Mr. Chairman, I have nothing to add to the very fine presentation of the colonel, except one thing. We are asking to trade the maintenance of the channel which the people provided for the obligation of maintaining the channel going up the old river, so-called. So this is a project which will actually save the Government money all the way around.

Unless you have some questions you would like to ask me, I have nothing to add.

Mr. BLATNIK. Are there any further questions?

(No response.)

Mr. BLATNIK. There are no questions. Thank you very much, Mr. Thompson.

OHIO RIVER AT GALLIPOLIS, OHIO

Mr. BLATNIK. The last project this morning is the Ohio River at Gallipolis, by Mr. Jenkins of Ohio.

Congressman, we will have the Corps of Engineers present their descriptive data first.

Mr. JENKINS. I will abide by whatever your committee wants to do and I will just listen now.

STATEMENT OF COL. JOHN U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. This report, Mr. Chairman, is submitted in response to a resolution of this committee dated June 25, 1952.

Gallipolis is located on the Ohio River about 270 miles downstream from Pittsburgh, and just below the junction of the Kanawha River. In 1889, before the Ohio River was canalized by its present lock and dam system, three ice piers were constructed in the river of double-crib construction. Their purpose is to provide a harbor of refuge behind which vessels which are caught in an ice flow or ice jam on the river can move and receive protection from the ice going downstream. They were reconstructed after 1900, and raised when the Ohio River was canalized and the pool was raised up to the now normal pool level of 538 feet.

These ice piers have caused a severe erosion condition in this particular area. In normal flows the flow of the waterworks at the toe of the slope underneath the water to the point where it erodes it and

as the water rises in a period of flood flows and then drops again, this heavy material, which is saturated, is no longer supported by the toe of the slope and caves out. That happens every time we have a high water and a consequent dropping of the pool. This is the only area along the Ohio where this situation has become serious by reason of the construction of these ice piers. The erosion has progressed to the point where, in this area, these frame houses are within 10 to 20 feet of the bank. Down here they are within 30 to 45 feet of the bank.

Local interests have requested 1 of 2 things: Either removal of the ice piers or some means of revetment and bank protection to protect against the loss of these 7 framehouses, all of which are occupied.

The district engineer made a report which was concurred in by the Board of Engineers for Rivers and Harbors and the Chief of Engineers that revetment and riprapping be applied in this area further to advance the bank and protect from further erosion. The district engineer points out that the damage which has occurred here is one which the courts have held to be consequential, and for which there is no liability on the part of the United States.

The Chief of Engineers has no authority with which to construct these repairs here to protect these dwellings. The cost of this construction is $66,000.

This is presented to the committee as being the cost of correcting the condition which the United States has created, but which the Chief of Engineers without further authority has no legal authority to construct. It is the type of damage which has been held to be consequential, but it is entirely the result of our raising of the pool and the construction of the ice piers.

The Bureau of the Budget has no objection to the submission of this report, and the State of Ohio concurs in the recommendations and findings.

Mr. BLATNIK. Colonel, as you explain it, because of the difficulty of predicting the certainty of damage from year to year, you do not state the economic or benefit-cost ratio?

Colonel ALLEN. That is correct.

Mr. BLATNIK. This project will protect against loss of property evaluated at $77,800?

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. Just what property is that?

Colonel ALLEN. These seven dwellings in here, which would ultimately be lost if this erosion were permitted, or if these bank cavings were permitted to continue. They are all occupied dwellings.

Mr. BLATNIK. Private homes?

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. Are there any questions on my right?

(No response.)

Mr. BLATNIK. Any questions on my left?

(No response.)

Mr. BLATNIK. Thank you, Colonel Allen. Mr. Jenkins.

STATEMENT OF HON. THOMAS A. JENKINS, A MEMBER OF CONGRESS FROM THE STATE OF OHIO

Mr. JENKINS. I want to say, gentlemen, I have been very busy about this for about 20 years. This is a really dangerous situation.

There is just no question about it. I cannot explain that map as well as the colonel can, of course, but if you will visualize with me, here is the high river coming down like this. These people built their homes there when the river was safe. Gallipolis is the third oldest town in the State. Marietta is the oldest and Chillicothe, and then Gallipolis.

These houses have been occupied by old pioneers and some of them are really very palatial. Right in back of this is the biggest hospital located anywhere in southern Ohio. If something is not done to stop this encroachment and it is permitted to go like it did in the 1937 flood, two more of those will bring it right up to the front door of the hospital.

Now why did these people build here? In those days the river was down here and it stayed in its place. There was no great traffic on it, but after a while this town built up and West Virginia built up, and they established a big ferry business here and they crossed the river on the ferries all the time.

Here is the fine agricultural country in West Virginia, and it is as fine as any place in Ohio on this side. Their traffic was pretty big and the Government was pretty nice in building the ice piers to help that traffic. After a while it got so that the ice got behind it and then the rubbish comes down here and a lot comes down the river, because the Ohio is a pretty big stream when it gets out of bounds, so it just goes about where it pleases. The result is that this has been edging in here. They built a bridge 2 miles up here, which took off the traffic. On the contrary we built a big dam across the river here 10 miles down that put a great diversion of water in there, and these people just cannot help themselves.

The Army engineers have been very fine about this. They came there and took the ice out of the piers and got the rubbish out, and it helped them a lot. But the last big flood that came along went up to the front door of these houses, and they cannot do anything about it. If the proper course had been taken back here at the beginning whenever this erosion started, it would have been helped, but of course you cannot blame the Army engineers or anybody, because they were trying to make a harbor out of it. However, it was not a harbor for these people, but everybody in the world going up and down the river. I went past it the other day and it looks to me like these buildings—and, of course, you know a lot more about it than I do—but when they have one more flood these will be gone.

The Army engineers say they can cure this by riprapping, and that costs $66,000, and it ought to be done, gentlemen. That is all there is to it. It ought to be done for the benefit of those people there and the benefit of everybody. It is a fine town.

I say to you that this is largely agricultural area, but going down on both sides in West Virginia and right across from here we have the Celanese Corp. building a big plant with maybe a couple of hundred thousand dollars in it. It is just about finished.

This traffic started crossing on ferryboats. I have been very much interested in it and I am sure that the report of the Army engineers as you read it here will be convincing. If you went down there and

could see the situation, there would be no question about it as to what you would do.

I will leave it at that, gentlemen. I will be glad to answer any questions I can, but I do not want to take up your time.

Mr. BLATNIK. Thank you. Are there any questions?

(No response.)

Mr. BLATNIK. Colonel, may we get back to just a question or two on this? This will be entirely a shore protection project, will it not?

Colonel ALLEN. It would be revetment and riprapping, sir, to protect against erosion.

Mr. BLATNIK. Is there any similar work on that order being done elsewhere on the Ohio, or the Mississippi, or other rivers?

Colonel ALLEN. There are no other problem areas on the Ohio in connection with the ice piers. Of course, the beach erosion law does not apply on the rivers. It only applies to coastal and lake shores.

Mr. BLATNIK. Would you repeat or refresh my mind on just what other Federal projects in addition to ice piers, or, in short, what other Federal construction has contributed to this erosion damage that makes the Federal Government responsible in whole or in part for the prevention of any further erosion?

Colonel ALLEN. These piers were first constructed when there were no locks and dams on the Ohio River, and it was not a canalized project. Successively the pools on the Ohio have been raised to the point where this one is at 538 feet. These, of course, have had to be raised successively in order to keep with the pool. Gallipolis lock and dam is downstream of this, which provides slack water navigation in this area, and of course the Ohio is completely canalized. So it is the construction of the Gallipolis lock and dam as well as the construction of the piers which were constructed first in 1889 which has contributed to the localized condition right here.

Mr. BLATNIK. It raised the water levels?

Colonel ALLEN. Yes, sir.

Mr. BLATNIK. Are there any further questions?

Mr. DONDERO. One question, Colonel Allen. Is there any local contribution contemplated in a project of this kind?

Colonel ALLEN. There is one provision in the construction. The local interests will maintain it after construction.

Mr. DONDERO. There is no further charge to the Government?

Colonel ALLEN. No, sir. I would like to point out in the investigation made in connection with this report the cost of removing the ice piers was also investigated and found to be far more expensive than the $66,000 remedial measure recommended. These are very massive piers and although the need for them has largely disappeared by reason of the increased power and speed on the towboats, the cheapest way of rectifying the situation was this construction rather than eliminating the piers.

Mr. GENTRY. What was the value of the property that you seek to protect?

Colonel ALLEN. $77,000.

Mr. GENTRY. Consisting of how many homes?

Colonel ALLEN. Seven dwellings, including this one here, all of which are occupied.

Mr. BLATNIK. And the hospital referred to would be worth more than that, Mr. Jenkins. Is that right?

Mr. JENKINS. I say that is what will happen eventually. The hospital cost $600,000.

Mr. GENTRY. Where is that?

Colonel ALLEN. That is here on First Avenue.

Mr. JENKINS. Yes. The back door of these houses fronts on the front door of the hospital. It is a million dollar project. They have a donation from Ford of $600,000 which they received last year. They supply the hospital work for all of West Virginia up through here, and, my goodness, they have a great traffic in that. This is a real job, gentlemen. I want you to understand if you do not do it, these houses are going into the Ohio River one of these days, and that is all there is to it.

The Ohio River belongs to the Federal Government and they always want to exercise great control over it. So now is their chance.

Mr. BLATNIK. Thank you very much.

Are there any further questions?

(No response.)

Mr. BLATNIK. That completes the projects for today. The committee will now go into executive session.

(Whereupon, at 11:15 a. m. the subcommittee went into executive session.)

79014—56——16

RIVERS AND HARBORS AND BEACH EROSION OMNIBUS BILL

TUESDAY, JUNE 26, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON RIVERS AND HARBORS
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met, pursuant to call, at 10:15 a. m., in room 1302, New House Office Building, Hon. John A. Blatnik, (chairman of the subcommittee) presiding.

Mr. BLATNIK. The Subcommittee on Rivers and Harbors will come to order.

We will proceed with further, and what we hope will be the final, consideration of various and sundry bills, resolutions and projects, to be considered for inclusion in the rivers and harbors omnibus bill.

Members of the committee, we have the long mimeographed list and on top you will see four projects yet to be heard. The list begins with the Illinois Waterway and Grand Calumet River in Illinios and Indiana; Salem Harbor, Mass.; the Upper Fox River in Wisconsin; and H. R. 3930, by Mr. O'Hara, of Minnesota. I suggest that we reverse the order. The ony detailed explanation will be on the first one, so we will begin with the bottom one, H. R. 3930, and go upward, so that we can proceed on what are the noncontroversial items and get them out of the way first. If there is no objection, we will proceed with H. R. 3930 by Congressman Joe O'Hara, of Minnesota, to provide for the maintenance of a 9-foot channel in the Minnesota River, Minn., from mile 14.2 to its mouth.

MINNESOTA RIVER (9-FOOT CHANNEL) H. R. 3930

Colonel Allen, will you please describe the project?

STATEMENT OF COL. J. U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. H. R. 3930, Mr. Chairman, would authorize the United States to maintain a project in the Minnesota River previously provided by local interests. The Federal project now is to a depth of 4 feet, but local interests have for a number of years been maintaining the channel to a depth of 9 feet. We have made no comment on H. R. 3930; however, in 1953 we commented on an identical bill introduced by Mr. O'Hara, and our comments at that time were unfavorable for this reason:

At that time we had an outstanding survey report for improvement of the Minnesota River which would provide for some construction and

the maintenance of the project, and this project economically was very sound. The project had a benefit-cost ratio in excess of 3.0 to 1. However, our report to this committee was made in February 1954, and it was unfavorable to the adoption as a Federal project only for the reason that local interests were unable to organize a proper watershed district or organization to provide the necessary lands, easements and rights-of-way. Our report to this committee was unfavorable on that account.

We now understand that a watershed district is in the process of formation and stands a good possibility of being formed in the month of July. Our suggestion would be, rather than to enact H. R. 3930, which would provide only for maintenance, that if the local interests are organized and are able to give the proper assurances that are required by the survey report, that the project which was reported to this committee in 1954, be authorized, which would provide for improvement of the Minnesota River as well as its maintenance. The cost of that project is on the order of $2,500,000, and it has a favorable benefit-cost ratio of 3.12. It is an improvement which would provide a 9-foot channel in the Minnesota River, with the easing of the bends, and providing a much more suitable channel than is there now.

I recite the background of this outstanding report because the reasons which prompted its being reported unfavorable are the same reasons as prompted us to report unfavorably on the maintenance bill, H. R. 3930.

Mr. BLATNIK. Does it not also provide for improvement?

Colonel ALLEN. No, sir. It is only maintenance.

Mr. BLATNIK. It states:

> That hereafter direct allotments from appropriations for the maintenance and improvement * * *.

Colonel ALLEN. Yes, sir. We would have to interpret that as only maintenance. We would not feel we could spend maintenance money for any improvement of the channel other than for maintenance of the channel which has been provided by local interests.

Mr. BECKER. Mr. Chairman, where do you see the word "improvement"? I just see "maintenance."

Colonel ALLEN. On line 4.

Mr. BECKER. Oh, I beg your pardon. That is in the bill. I am sorry. I was looking at the report. I see it now.

Colonel ALLEN. Our thought is this: A more preferable course of action would be if the committee is satisfied local interests have now organized to the point where assurances are very nearly in the position of being given—and I believe there are some local witnesses here who will support that—that a preferable course of action would be to authorize the project for improvement and maintenance of the Minnesota River, rather than the amendment which would provide the maintenance of the channel already provided.

Mr. BLATNIK. Would that require a new bill?

Colonel ALLEN. No, sir. You have the report with the committee, and the only reason for its being unfavorable is the lack of organization to provide assurances and the lands and easements.

Mr. BLATNIK. So we accomplish that by adopting the report before the committee?

Colonel ALLEN. That is right. If the committee is satisfied the local organization is ready to provide these assurances then it would offset the unfavorable comment, and in any event no appropriation will be required until the body is organized formally and the assurances given.

Mr. BLATNIK. Are there any questions?

Mr. BECKER. You said the report was unfavorable on the dredging of the 9-foot channel in 1954?

Colonel ALLEN. Yes, sir.

Mr. BECKER. But you say now that it is favorable.

Colonel ALLEN. The only basis for our making an unfavorable report, Mr. Becker, was the fact that at that time, the time we were making the report to the Congress, no local organization was in a position to give assurances.

Mr. BECKER. Of what?

Colonel ALLEN. Providing lands for the project and easements, and rights-of-way, and to hold and save the United States free from damages. That was the only basis for our making an unfavorable report. The economics of it are very good.

Mr. BECKER. And now they are ready to provide those assurances and the lands and easements?

Colonel ALLEN. Yes, sir.

Mr. BECKER. Therefore your attitude changes and you approve of it.

Colonel ALLEN. That is correct. This body has not yet been formed. It is in the process of formation. It took some State action, and so on, but it is a month or two away, we understand, from finally being formed.

Mr. BECKER. We will not have another problem here like we did on some others, will we? You will have those assurances and it will be guaranteed?

Colonel ALLEN. Yes, sir. We will not request appropriations until we definitely have them.

Mr. BLATNIK. We have local witnesses who are here to testify. Mr. Grimes, are you one of the witnesses?

STATEMENT OF W. GRIMES, REPRESENTING CARGILL, INC.

Mr. GRIMES. Yes, sir. My name is W. Grimes. I represent Cargill, Inc. Cargill, Inc., has, together with Northern States Power Co., represented by Mr. Busch, been maintaining the 9-foot channel as a privately financed project since about 1945 or 1946. At the time of the Corps of Engineers' report in 1954, when that came down, Cargill was uncertain as to what obligations it would be put to as a local interest in the way of financial support toward obtaining some of these spoil-disposal lands, and some of the lands necessary to straighten the channel. Subsequently extended conferences have been had with the engineers and an arrangement has been made whereby a State authority is about to be created, which will have the power of eminent domain or, if it does not, then the engineers will be able to exercise their power of eminent domain in lieu thereof, and Cargill, Inc., and the Northern States Power Co. together have agreed and will make such formal representations to the committee or the engineers as they may require to put up a sum of money which is esti-

mated to be more than ample to provide funds with which these lands that are needed can be acquired. The only thing actually remaining to be done to satisfy all of the objections heretofore registered by the engineers is the formation of the State authority.

It is my understanding that all of the preliminary steps have been taken toward the formation in that it is necessary that a public hearing be held before the charter, or whatever document the State issues, is forthcoming. That hearing is set for July 2.

Mr. BLATNIK. To create a State authority will the State legislature be required to take action?

Mr. GRIMES. No. State legislation has already passed and it is an action to be taken under existing Minnesota State law. The only other thing I can say is, Cargill, my client, has a 15-million-bushel grain storage capacity at the headwaters of this channel. We have a flax plant and a barge terminal, with equipment to provide necessary service to barges and tows that come up there in the way of fuel and coal and other marine facilities.

Mr. BLATNIK. Are there any other questions?

Mr. ALGER. Whose decision will it be to release the money or the appropriation? Will that be the Corps of Engineers' decision? In other words, we are dealing with an uncertainty on the question of this local group going through with it. This is both authorization and appropriation, as I understand it.

Mr. GRIMES. No, sir. It is just authorization, as I understand it.

Colonel ALLEN. That is correct.

Mr. ALGER. Is this part of the omnibus bill?

Mr. GRIMES. We hope it will be.

Mr. BECKER. This is authorization and then it later goes to the Appropriations Committee.

Mr. ALGER. A committee of the Congress will rule on the release of the money.

Mr. FALLON. I think it goes now before the Appropriations Committee. Am I correct?

Colonel ALLEN. That is correct. We have to go before the Appropriations Committee to get funds for the project authorized by this committee.

Mr. FALLON. Is it true, Colonel, in the case of the formation of the port authority, or whatever organization it might be, the next time you write up your requests or budget for the appropriation bill, if this authority is not formed you will not recommend an appropriation for it?

Colonel ALLEN. That is right.

Mr. GRIMES. That will be our understanding too. Unless the things about to be done are done, then we would not expect the Engineers to make any appropriation.

Mr. ALGER. Then your investment will precede that of the Government?

Mr. GRIMES. That is correct. It has preceded that of the Government for 10 years.

Mr. BLATNIK. Mr. Grimes, as a point of information, the report states that Cargill ships 1 million tons of grain annually. What is the destination of that grain?

Mr. GRIMES. Principally to the south-central part of the United States for domestic distribution, and to a somewhat lesser extent for

export via the port of Baton Rouge, at which Cargill also operates a grain elevator owned, I guess, by the State of Louisiana. The Mississippi River has become, as you know, one of the main export channels, competing even with your city of Duluth for the grain from the great Northwest.

Mr. BLATNIK. We do not regard it as a competitor, but merely an additional means of transportation to enable the whole area, including Detroit, to expedite the movement of goods.

Mr. GRIMES. Cargill is also in Duluth, as you know.

Mr. BLATNIK. Yes, sir. Thank you very much, Mr. Grimes.

Mr. Busch, may we have a statement for Northern States Power?

STATEMENT OF J. A. BUSCH, REPRESENTING THE NORTHERN STATES POWER CO., MINNEAPOLIS, MINN.

Mr. BUSCH. My name is J. A. Busch. I am representing the Northern States Power Co., Minneapolis.

Mr. Chairman and gentlemen, I would merely want to restate what Mr. Grimes has said. We have a plant on the Minnesota River and we will ship approximately 800,000 tons of coal. Our agreement is very similar to Cargill's. We have agreed to participate in the financing or the securing of proper acreage for the spoil. Likewise we have the understanding that a local watershed district is now in the process of formation. As a matter of fact, my understanding is that it has been formed and it is merely a matter of going through the hearing process, set for July 2, to establish the authority which the Army engineers inform me is necessary in order to complete the entire negotiation.

I might say this: There is considerable enthusiasm along that particular portion of the Minnesota River for industrial development. My understanding is that if the channel is taken care of and maintained at the proper level, that that particular area has a great potential for development.

Are there any questions? I would like to ask this of you, gentlemen: I just happen to be in the city and this came up rather suddenly, and I have no prepared statement, so if you gentlemen would consent I would like the privilege of filing a statement at some later time.

Mr. BLATNIK. Without objection, it is so ordered.

At this point I want to say that I also discussed this project with the author, Congress Joe O'Hara of Minnesota, and at this point in the record his statement will be included.

(The prepared statement of Mr. O'Hara is as follows:)

STATEMENT OF HON. JOSEPH P. O'HARA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

I desire to make a statement which I would like to submit for the record.

I am informed that the Secretary of the Army has transmitted to the Speaker of the House of Representatives, and to this committee, on February 16, 1954, the report, dated November 16, 1953, from the Chief of Engineers, Department of the Army, together with accompanying papers, on preliminary examination and survey of the Minnesota River, Minn., with a view to improvement in the interest of navigation and related purposes.

As the author of the legislative authority for the survey in this matter I have had a very deep interest in the possibilities of further development of navigation on the Minnesota River.

Mr. Chairman, the Minnesota River rises in Big Stone Lake in western Minnesota and flows generally easterly to the Mississippi River. The portion of the river to be considered for improvement, under H. R. 3930, is from the mouth to mile 14.2.

This project is extremely important and beneficial and has strong public support.

At the present time there is considerable navigation on the Minnesota River from the mouth to mile 14.2. Among the large industries already located along the river are a grain elevator, a powerplant, an oil-storage depot, and a coalyard. Traffic has already exceeded the estimates made by the United States engineers.

According to the report filed by the United States engineers, the ratio of benefits as compared to costs was extremely favorable, and I am advised that since the report was filed, the ratio of benefits has increased.

I have been assured that the local cooperation as recommended by the United States engineers will be forthcoming. The economic benefit to the area and to the whole district would be tremendous.

Mr. Chairman, permit me to thank you and the members of the committee for the opportunity to submit this statement to you and to sincerely urge favorable report and authorization of this project for the Minnesota River, so as to enable the full potential of this area to be realized.

Mr. BLATNIK. Colonel Allen, let me ask you this again: The agreement with local interests is a formal and written agreement. What assurance can be had by the Corps of Engineers that you are satisfied they will completely live up to all of the requirements regarding lands and easements and rights-of-way and the holding and saving the United States free from damages?

Colonel ALLEN. It is typical of the agreements we have on most of the projects of this type, where the District Engineers get the necessary assurances from a legally empowered agency before they would proceed with the request for appropriations. That was the body which was lacking at the time the report was made. There was no such body formed which was empowered to give us these assurances. Consequently we had no other alternative but to point out that it was a favorable project from the standpoint of economics, but because of the lack of an organization to give these assurances we could only make an unfavorable report.

Mr. BLATNIK. And the benefit-cost ratio is very favorable, namely, 3.12 to 1.

Colonel ALLEN. Yes, sir. It is 3.12 and we have reason to believe since the formation of this report the requirements of Northern States Power Co. for coal are even in excess of those which we expected in the report. We estimated 400,000 tons possible development and Mr. Busch just mentioned 800,000 tons.

Mr. BLATNIK. Yes. Are there any further questions?

(No response.)

Mr. BLATNIK. Thank you very much, Colonel.

UPPER FOX RIVER, WISCONSIN

Mr. BLATNIK. The next project is the Upper Fox River, Wisconsin, disposal of federally owned property.

We have our friends and colleagues here, Mr. Laird and Mr. Van Pelt of Wisconsin.

STATEMENT OF HON. WILLIAM K. VAN PELT, A MEMBER OF CONGRESS FROM THE STATE OF WISCONSIN

Mr. VAN PELT. Thank you, Mr. Chairman and members of the committee.

My name is William K. Van Pelt, representing the Sixth Congressional District of Wisconsin. I wish to thank you for this opportunity of appearing in support of H. R. 10033, 10034 and 10035. I believe those bills are identical. I introduced one.

The bill would authorized the Corps of Engineers to make certain urgently needed repairs to federally owned structures on the Upper Fox River. The Federal Government has maintained this area for many years, and now the State of Wisconsin would take it over if the facilities were put in a permanent status. The bill calls, as far as Federal expenditure is concerned, for about $300,000. I have a statement here that I would like to put in the record, and if the committee has any questions regarding the project I would be glad to attempt to answer them.

Mr. BLATNIK. Without objection, your prepared statement may be made a part of the record as this point.

(The statement referred to is as follows:)

STATEMENT OF HON. WILLIAM K. VAN PELT ON H. R. 10034.

Mr. Chairman, and members of the subcommittee, I wish to thank you for the privilege of submitting this statement in support of H. R. 10034.

This bill would authorize the Army Chief of Engineers to make certain urgently needed repairs to the federally owned structures on the upper Fox River in Wisconsin. The bill authorizes an expenditure of up to $300,000 and upon completion of the work to transfer ownership of the property to the State of Wisconsin.

Identical bills are presently before this committee, introduced by Hon. Melvin Laird, Seventh District, and Hon. Glenn R. Davis, Second District, Wisconsin.

I am extremely interested in this bill as it vitally affects the congressional district which I represent.

First, approval of this bill is important as a flood prevention measure, affecting a vast drainage area extending from Portage, Wis., to the mouth of the Fox River at Green Bay.

Secondly, the area involved has immense recreational possibilities which should be developed and preserved.

In my opinion, the Federal Government is solely responsible for conditions existing on this waterway above Lake Winnebago.

This is a historic waterway, first traversed in 1673 by the French explorers Marquette and Joliet. They discovered that the river forms a natural water route between the Great Lakes and the Mississippi River via the Wisconsin River. As settlers moved into the Middle West, men dreamed of a navigable stream permitting the transportation of freight and passengers from Green Bay to the Gulf of Mexico. This dream became a reality under the provisions of the Rivers and Harbors Act of March 3, 1863. A series of locks and dams was constructed and for half a century large lake steamers plied these waters, promoting commerce and industry and contributing richly to the growth and development of the Middle West.

Engineering problems in maintaining an adequate channel in the swift running Wisconsin River finally made the lakes-to-gulf dream impracticable, but boating continued until a few years ago on the Fox as far as Portage. The advent of the railroad and motor truck, of course, reduced the commercial tonnage shipped on the waterway and at the present time the route above Oshkosh is used principally by pleasure craft.

I am satisfied that it was a matter of mistaken economy when the operation and maintenance of these locks and dams was abandoned by the Federal Government in 1951.

Since then, these works have deteriorated. I am told they constitute a serious flood threat to farm acreage and communities, including Berlin, Oshkosh, and Fond du Lac in the Fox River Valley.

I have considerable photographic proof in my files of damage resulting to farms in the vicinity of Berlin because of defects in these dams. If they should break through, I am told the damage would be extensive.

I consider the flood threat of paramount importance justifying approval of this bill. However, it would have another important effect; that of opening a vast area for park and recreational purposes. The Upper Fox is a hunting and fishing paradise. It should be further developed.

This can only be done under the guidance of the Wisconsin Conservation Commission.

It is my understanding that the State of Wisconsin will accept this property, but properly insists that the Federal Government first discharge its obligation and responsibility to make the Government locks and dams safe.

Mr. Chairman, this matter is urgent. Each year the cost of repairing these works will increase; the flood hazard will grow. I sincerely hope that this committee will report this bill favorably at this session. Thank you.

Mr. BLATNIK. You say the bill requires the Federal Government to expend funds not to exceed $300,000. Is that to get the property in what you consider suitable shape or condition?

Mr. VAN PELT. That is right.

Mr. BLATNIK. Mr. Laird.

STATEMENT OF HON. MELVIN R. LAIRD, A MEMBER OF CONGRESS FROM THE STATE OF WISCONSIN

Mr. LAIRD. Mr. Chairman, I represent the Seventh District of Wisconsin, which is part of this area on the Upper Fox. Up until 1951 the Federal Government spent $100,000 a year for the Upper Fox Waterway. In 1951 the Appropriations Committee decided that this expenditure should be eliminated and that the agreement should be worked out with the State to take over this property. My predecessor in Congress, Reed Murray, and others at that time, opposed shifting the Upper Fox over as a responsibility of the State government, although they felt this $100,000 appropriation for maintenance should be continued.

Public sentiment in the area now has shifted over to the point where they want to turn it over to the State Conservation Commission and maintain it as a recreational area, because there is no commercial navigation at this time on the Upper Fox River, so the expense of maintaining it as a Federal waterway cannot be justified at this time. The State Conservation Commission is ready and willing to take over this property and maintain it in the future. They do feel it should be put in a permanent position, with the locks fixed as permanent locks, before they take it over as a recreational park facility.

Mr. DONDERO. May I ask a question?

Mr. LAIRD. Yes.

Mr. DONDERO. Is there any navigation or commerce on this river now?

Mr. LAIRD. No, sir. There is a lot of pleasure use made of the river. There are many thousands of boats which do use the waterway, and there are pullovers they can use around the locks at the present time.

Mr. BLATNIK. Does the Government operate locks now for the pleasure craft?

Mr. LAIRD. Not since 1951, since the appropriation from $100,000 was cut down ot $10,000. These locks are not being maintained for pleasure craft, but the whole lock system is deteriorating and it is going to make for a serious flood-control project in the future unless thse locks are backed up and put in as permanent locks, because the water levels in the lakes are such that they will come right through here unless this series of locks holds it back.

Mr. DONDERO. Is the State of Wisconsin ready to take it over?

Mr. LAIRD. Yes, sir. The Corps of Engineers has not been authorized, however, to make a firm proposal to the State. That is the reason for this legislation. It is introduced so that a firm proposal can be made to the State and then our State Legislature under Wisconsin State Law has to take action to accept the proposal of the Corps of Engineers. This is merely to authorize the Corps of Engineers to make such a proposal to the next session of the Wisconsin Legislature, which convenes January 1957.

Mr. BLATNIK. The legislation is not binding. It is merely an authorization to the Corps of Engineers to enter into negotiations with the proper agency in the State of Wisconsin.

Mr. LAIRD. And if the State of Wisconsin fails to act in a two-year period, the legislation is canceled.

Mr. BLATNIK. Does it require any further action by this committee or the Congress to confirm any agreement reached by the State of Wisconsin agency and the Corps of Engineers?

Mr. LAIRD. It is my understanding it does not, but Mr. Heller is here and I think he could answer that. Of course, it would require an appropriation.

Mr. BECKER. Mr. Chairman, I have one question I would like to put to Mr. Laird.

These locks were built by the Federal Government?

Mr. LAIRD. Yes, by the Federal Government.

Mr. BECKER. And they are in a state of abandonment at the present time, or virtual abandonment, at any rate?

Mr. LAIRD. That is right. Since 1951.

Mr. BECKER. Is there any evidence that if this deterioration continues it would possibly cause flood damage in that area?

Mr. LAIRD. Oh, yes. I think the Army engineers are here to testify on that.

Mr. BECKER. The area consists of what there? Is it residences, or commercial, or industrial area?

Mr. LAIRD. It is mostly farmland because all this area down here is very largely farmland, very rich farmland, bordering the Fox River, except for some land owned by the Federal Government.

Mr. BECKER. Is that farmland in production?

Mr. LAIRD. Yes, it is. Some of the richest muck farming land in the State of Wisconsin is along the Upper Fox River.

Mr. BECKER. And you say there will be testimony given that it will be in danger of flooding if these locks are not maintained?

Mr. LAIRD. That is correct. As a matter of fact, one dam developed a serious leakage last year and had to be fixed up. Of course, the whole lake would come down in water level if it came through there, and this area is all built up around here. If you removed all of those locks and dams and let the water wash out, that whole lake would be destroyed.

Mr. BECKER. Then it is a question under this bill of putting those locks and dams in suitable shape so that the State can take it over and maintain them thereafter?

Mr. LAIRD. Yes, and take over all of the costs of future maintenance.

Mr. BECKER. And any costs on the part of the Federal Government will be eliminated, whether it is $10,000 a year or $100,000 a year.

Mr. LAIRD. It will be eliminated.

Mr. BECKER. That is all, Mr. Chairman.

Mr. LAIRD. This bill has a favorable report from the Bureau of the Budget, and also the Corps of Engineers.

Mr. BECKER. Mr. Laird says this has a favorable report from the Bureau of the Budget and the Corps of Engineers.

Mr. BLATNIK. Are there any further comments from the Corps of Engineers?

STATEMENT OF FRANK HELLER, CORPS OF ENGINEERS—Resumed

Mr. HELLER. I have none particularly, sir.

Mr. BLATNIK. Did you have a question, Mr. Becker?

Mr. BECKER. I would like to get a statement in the record to establish the fact, as stated by Mr. Laird, that the deterioration of these locks will or can cause a flood condition in the area. I would like to get that statement in here as supplementing the statement made by Mr. Laird.

Mr. HELLER. That would come about as flood damage, Mr. Chairman. If the dams are allowed further to deteriorate and eventually breach they could possibly cause flood damage, with the sudden release of the waters in back of the dam, insofar as damage below is concerned.

Mr. BECKER. You believe this would be an equitable proposition and you recommend that these properties be turned over to the State of Wisconsin for their own maintenance and operation?

Mr. HELLER. Yes, sir. On the basis that we are now spending $10,000 a year annually for what we call custodial maintenance, and they would be written off in roughly 25 or 30 years.

Mr. BECKER. And, of course, there is the possibility that you may spend a lot more money if they deteriorate and cause flood damage.

Mr. HELLER. That is right. It may be necessary to spend more than $10,000 10 years from now in order to keep them from actually breaching.

Mr. BECKER. So this would be an opportunity for the Federal Government to get out from under and stop spending small sums of money and get it off our hands.

Mr. HELLER. Yes.

Mr. BECKER. That is all, Mr. Chairman.

Mr. BLATNIK. Are there any other questions?

(No response.)

Mr. BLATNIK. Thank you very much.

Mr. Burnside.

Mr. BURNSIDE. Colonel Allen, Colonel Darby, who used to be regional head of the Army engineers up and down the Ohio River and all of the Ohio tributaries, came to me this morning. They sent this to the Flood Control Subcommittee by mistake, I think, instead of the Rivers and Harbors Subcommittee. When we put in these high-level dams—and this is true for quite a few of the major streams of

the country—we back up water that causes silting around the city sewerage projects and around the pipes to be deposited. Not only that, but when they send materials out from the sewer-disposal systems it causes that to back up. Some have raised the question that in floodtime that has not happened yet, and it was only a temporary condition, and that the normal action clears this debris and silt away from the extrusion point.

There is one other thing. The colonel told me they thought they had enough money to take care of these situations, but the Corps of Engineers did not have authority to spend the money to stop this type of damage. It would be damage to the cities, and also to private walls that have been built, because they would be covered in times of high water, but would not be permanently covered in some cases like is happening now, where we are putting up these high-level dams. We are erecting a number of these dams all over the country and are backing water up which covers up these walls and other private property and city property. He suggested an amendment here and I am wondering where it should go. This has come up since our last meeting and I am wondering if you know anything about that.

There are some of these dams that are going to be built which are going to cause this damage to the city and private property.

STATEMENT OF JOSEPH R. BRENNAN, CORPS OF ENGINEERS—Resumed

Mr. BRENNAN. Maybe you are thinking of Cincinnati and Markland Dam.

Mr. BURNSIDE. Yes; and also of Greenup Dam.

Mr. BRENNAN. Yes.

Mr. BURNSIDE. Right now they are about to cause quite a bit of damage to the city property and private property.

Mr. BRENNAN. That is the legislation that would provide for the Chief of Engineers to negotiate and to pay for that kind of public improvement which would be affected by our navigation dams, which under the present law cannot be bought by the United States. In the case of flood-control dams we do pay for it. In the case of navigation dams we cannot. So this would remedy that inequity.

Mr. BURNSIDE. Would that have to come in in a separate bill, or what authorization is there, and where should it go?

Mr. BRENNAN. It could come in either a separate bill which has been proposed by the Army, and I think Mr. Scherer was interested in it——

Mr. BURNSIDE. He has that before the Flood Control Subcommittee, and it is not really a question of flood control at all but a question of action by the Federal Government. If you build a completely new dam and are not renovating an old dam then it is taken care of now. Is that correct?

Mr. BRENNAN. Only in the case of flood control, I believe.

Mr. BURNSIDE. It is taken care of in legislation if a new dam is put in for flood control.

Mr. BRENNAN. That is taken care of under the present law. As I said, this would put navigation dams in the same category as flood-control dams and permit the Federal Government to pay for certain public property and utilities which might be affected. I believe it is

before the committee and could be handled as a separate bill, or as a part of the omnibus bill.

Mr. BURNSIDE. I have received some instructions from the Army engineers, or from Colonel Darby, who used to be regional head. He gave me an amendment here which I would like to show you to see what you think of it. He thought it could go into the omnibus bill and would correct this thing before the damage occurs.

Mr. BLATNIK. Mr. Burnside, it has been called to my attention that a similar proposal was presented by Mr. Scherer before Mr. Davis' Flood Control Subcommittee.

Mr. BURNSIDE. But they say that is an improper subcommittee for that and it should go before this committee.

Mr. BLATNIK. They felt further that because of the nature of the subject it should be introduced as a separate bill.

May I suggest this in order to save time? Could you discuss this further with the Corps of Engineers and find out what course of action to pursue—and then we can take it up before the whole committee tomorrow?

Mr. BURNSIDE. You see, this is our last meeting. That is why I brought it up. It was called to my attention that when they put these dams in operation it would cause this damage.

Mr. BLATNIK. My suggestion is, it would be in a more advanced form if we know whether it is proposed as an amendment or as a bill.

Mr. BURNSIDE. And you think we could take it up before the whole committee?

Mr. BLATNIK. I will be glad to offer it and present it.

Colonel ALLEN. We will be prepared to discuss that tomorrow before the full committee. I do not know, without the Scherer bill before me, whether this would do the same as the Scherer bill, which this committee has before it, or whether it is an amendment to it.

Mr. BURNSIDE. What actually happened is: They sent it down to the Army engineers and there were some other channels, and that was where the objection came in. In the first place, I think they probably sent it before the wrong committee. It should be here before the Rivers and Harbors Subcommittee.

Colonel ALLEN. We will be prepared on that tomorrow.

Mr. BURNSIDE. I appreciate that.

SALEM HARBOR, MASS.

Mr. BLATNIK. The next project is Salem Harbor, sponsored by our colleague, Mr. William H. Bates, of Massachusetts.

May we first hear the engineers offer their technical briefing? We have Mr. J. G. Anderson, of the Corps of Engineers.

STATEMENT OF J. G. ANDERSON, CORPS OF ENGINEERS

Mr. ANDERSON. Mr. Chairman, the report on Salem Harbor was authorized by a committee resolution adopted June 17, 1948. Salem Harbor is located in Massachusetts Bay, about 12 miles north of Boston Harbor. There are four other harbors in the indentation of the Massachusetts shore; namely, Manchester Harbor, located up here, Beverly Harbor, Salem Harbor, and Marblehead Harbor.

The city of Salem had a population of about 42,000 in the 1950 census and it serves a tributary area of about 184,000 people. The principal industry is manufacturing, consisting of electrical and radio appliances, leather goods, and foundry-machine products.

Salem's terminal wharf approach channel in the South River—this channel in here—is approximately 10 feet deep, on which the Federal Government constructed a 10-foot channel to the end of the Darby wharf. The remaining channels in this harbor have not been constructed.

Local interests constructed channels in the cove for recreational projects. The Federal project in the main channel extends from deep water out in Massachusetts Bay, about at this point, to a point about 1,500 feet from the Salem terminal wharf.

There are 9 wharves in the main Salem harbor, of which the main 1, a deep-draft terminal, in the Salem terminal wharf. The others are for small craft, such as fishing craft and recreational craft. There are also nine smaller harbors in this area south of it.

Commerce in the Salem Harbor increased from 380,000 tons in 1946 to 1,180,000 tons in 1955. The main commodities are coal and oil, coal amounting to about 576,000 tons and oil 600,000 tons. Coal is carried in colliers with drafts of 29 feet, and oil is carried in T–2 tankers with drafts of 30 feet. Deep-draft vessels are handicapped in coming into this harbor because of the depth in this main ship channel. It now has a 25-foot depth in here.

Local interests requested 32 feet to 35 feet. The Board of Engineers completed its review of the report and they find 32 feet of channel will satisfy the requirements of the deep-draft vessels. They recommend modification of the existing project to provide for a 32-foot channel from this point, approximately a mile and a half from the wharf, and the removal of Mann Rock for a width of 300 feet, and to a depth of about 32 feet.

The Federal cost is estimated at $1,200,000, and the non-Federal cost at $455,000.

All work is subject to local interests furnishings lands, easements, and rights-of-way; holding and saving the United States free from damages; and maintaining the terminal approach channel and maneuvering and berthing areas to 32 feet.

This portion of the project is to be maintained by local interests.

The annual benefits are estimated at $103,600, which is all due to the elimination of tidal delays. At the present time, ships entering the harbor with a full load drawing 29 feet must await favorable tides. The tidal range of the harbor is 9 feet. The annual charges are $63,600, consisting of $42,300 Federal and $21,300 non-Federal. This gives a benefit-cost ratio of 1.6 to 1.

The report will be processed to Congress in the normal manner and is now in the process of being sent to the Governor and the Bureau of the Budget for their comments, and will finally be submitted to Congress by the Secretary of the Army.

Mr. BLATNIK. Are there any questions?

(No response.)

Mr. BLATNIK. Mr. Bates, will you present your statement, please?

STATEMENT OF HON. WILLIAM H. BATES, A MEMBER OF CONGRESS FROM THE STATE OF MASSACHUSETTS

Mr. BATES. Mr. Chairman and members of the committee: My name is William H. Bates. I represent the Sixth Congressional District of Massachusetts, which includes the town of Salem and Salem Harbor.

Mr. Chairman, the purpose and the need for this deepening of the Salem Harbor is because of a new power station which has just been established there a few years ago. At the present time they are contemplating increasing that power by about 200 percent, and that is the reason why we need it. There is no other justification, but that one is extremely important.

Mr. Chairman, we have no natural resources in Massachusetts. Anything that we might use in the form of oil or coal must be brought in. The New England Power Co., which will complete this project which has already been developed as far as power is concerned, serves 194 municipalities, and serves 2¼ million people. It includes service lines in Massachusetts, Rhode Island, New Hanmpshire, and Connecticut.

Mr. Chairman, much of what I intended to say has already been said, and I ask that my statement be put in the record in full and I will go through and give certain excerpts from it, if that is all right.

Mr. BLATNIK. Without objection, it is so ordered.

(The prepared statement of Mr. Bates is as follows:)

SALEM, MASS., HARBOR NAVIGATION PROJECT AUTHORIZATION

The advisability of Federal improvement of Salem Harbor, Mass., and survey of same, was authorized by a resolution adopted June 17, 1948, by the Committee on Public Works of the House of Representatives, United States Congress.

On May 7, 1956, the Office of the Division Engineer, United States Army, in Boston, announced the completion of the survey and reported that the division engineer had found "prospective benefits are sufficient to justify further improvement of Salem Harbor, the most justified improvement being to a depth of 32 feet. The division engineer recommended the following:

(1) A channel, 32 feet deep, generally 300 feet wide, extending 1.5 miles from deep water in the outer harbor to the limit of the existing Federal project, about 1,500 feet off Salem terminal wharf.

(2) Removal of Mann Rock to a depth of 32 feet at mean low water. The estimated cost to the United States of this project modification is $1,100,000, with $3,000 annually for maintenance in addition to that now required. No additional aids to navigation will be required.

(3) The recommendation is subject to the condition that local interests provide a terminal approach channel and maneuvering area of equivalent depth, and hold and save the United States free from damages due to the construction and maintenance of the improvement.

PROPOSED LEGISLATION

Monday, May 21, 1956, because of the urgency of the project, Congressman William H. Bates filed a bill, H. R. 11323, to provide for modification of the existing project for Salem Harbor, Mass. The text of the bill follows:

"*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the project for Salem Harbor, Massachusetts, is hereby modified to provide for deepening and widening the existing main ship channel to 32 feet and generally 300 feet, respectively, and for the removal of Mann Rock to a depth of 32 feet substantially in accordance with the recommendation of the Chief of Engineers in his report dated May 7, 1956, at an estimated cost of $1,100,000.

SEC. 2. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act."

REASONS FOR PROJECT

The proposed project provides for increasing the navigation depth of Salem Harbor from 25 feet to 32 feet at a cost to the Government of $1,100,000. The 32-foot channel would accommodate the deeper draft vessels required to handle the rapid expansion in commercial and utility fuel deliveries at the port.

The project is economically sound as indicated by the fact, that there has been nearly a fivefold tonnage increase since 1950, and this will nearly double again in the next 10 years.

The bustling port is outside of civil defense target area and serves vital Federal facilities and defense industries in Massachusetts and New Hampshire. It is in a so-called dispersed location, and with no bridges over channel, is less vulnerable to enemy action.

The Salem Harbor development is of regional and national interest from the standpoint of economy and defense.

Of special interest is the fact, that to date Federal expenditures in connection with the Salem Harbor project total but $36,699, as compared with $836,000 contributed by local interests for navigation facilities.

SHARING OF COST

The estimated cost of the project is $1,555,000 divided as follows: (1) dredging main ship channel, $1,085,000; (2) removal of Mann Rock, $15,000; (3) dredging approach channel, $330,000; (4) wharf and berth improvements, $10,000; and (5) lowering sewer line, $115,000.

It is proposed that the local interests will pay the cost of items (3), (4), and (5) above or $455,000 and the Federal Government items (1) and (2), or $1,100,000. The Pocahontas Fuel Co. and the New England Power Co., a subsidiary of New England system, have given assurances that they will provide the approach channel. The South Essex sewerage district will be responsible for lowering the sewer line.

The thousands of homeowners, the scores of businesses and industries, and the electric utilities that receive coal and oil through the port will benefit from reduced fuel costs. Since the power rates are based on cost of service and are subject to Federal and State regulation, it follows that navigation improvements which lower the cost of fuel for the power stations will ultimately affect power rates in the wide area served by the utility system. 1.7 to 1.0 basic benefit-cost ratio-shift of only 10 percent oil commerce to supertankers doubles benefit-cost ratio.

URGENCY OF PROJECT

The New England Power Co. recently called attention to the following developments that have compounded the urgency for the Salem Harbor improvement:

April 11, 1956, the excavation contract was awarded, and on April 20 work was started for a new 140,000-kilowatt steam-electric unit at our Salem Harbor power station, which upon completion in 1958 will nearly double the present fuel requirement there.

April 16, 1956, the Office of Defense Mobilization issued a necessity certificate for the above installation, in conformity with the national dispersion program for essential defense-supporting facilities.

April 27, 1956, Pocahontas Fuel Co., Inc., gave executive authorization to its shipping subsidiary to proceed immediately with final negotiations for construction of a new 25,00 collier of 34-foot draft (or its equivalent) for delivery in 1958 for coal service between Norfolk and Salem Harbor.

VESSEL HOURS LOST BECAUSE OF CHANNEL LIMITATIONS

During the year 1955, 83 vessels docked in Salem Harbor with cargoes of fuel. 51 of these, or 60 percent, were delayed a total of 452 hours because of channel limitations in that they had to await sufficient tide to enter or depart. Estimated cost of these 1955 delays is $68,000.

From January 1, 1956, through April 30, 1956, 30 fuel cargoes came into the harbor and 18 of them (again 60 percent) were delayed a total of 157 hours because of channel conditions. At this rate it is estimated that 98 anticipated arrivals during 1956 will lose approximately 525 hours because of channel limitations. The estimated cost of these delays is $79,000. Under existing chan-

nel conditions it will be impossible to serve the estimated fuel requirements of the area for 1958 and beyond.

Record of tons of fuel and vessel cargoes received 1951 through 1955; and estimated receipts for 1956 through 1966

Year	Tons of fuel received	Vessels discharged	Year	Tons of fuel received	Vessels discharged
1951	212,138	19	1959	2,053,666	142
1952	698,743	49	1960	2,100,000	145
1953	1,028,851	66	1961	2,146,333	148
1954	1,236,188	78	1962	2,192,666	187
1955	1,381,510	88	1963	2,639,000	189
1956	1,514,666	98	1964	2,685,333	192
1957	1,561,000	101	1965	2,731,666	196
1958	2,007,333	140	1966	2,778,000	200

HISTORICAL NOTES

For over 100 years, the wharves of Salem Harbor have supplied the domestic and industrial fuel requirements of Essex County, Mass. The old Crowninshield wharf, from whence Salem ships sailed the seven seas, became before the turn of the century the anthracite coal distribution center of the area. It was here on what is now known as Salem terminal wharf that the Lehigh & Wilkes-Barre and Philadelphia & Reading Coal Co.'s erected wholesale coal pockets. Schooners brought coal to Salem and from these pockets it was delivered to homes and factories throughout Essex County by rail cars and by hundreds of horse-drawn carts and wagons. This wharf was in fact for many years, the only source of coal for the entire area.

The last Salem shipping company closed its doors in 1894 and their fast schooner *Mindora* was significantly converted into a coal carrier. It was for the lack of deep water that Salem was obliged to give up both its historic position as a world port and its famous sailing fleet which was replaced by deeper-draft vessels sailing from other ports.

About 1924, the first step toward making the harbor available to modern ships was taken. The main harbor channel and approach channel to the Salem terminal were deepened to 22 feet and a 26-foot vessel berth provided. Several years later, the channel depths were increased to 25 feet and the berth to 30 feet.

These harbor improvements reduced transportation costs sufficiently to make high grade southern bituminous coals available at low prices. These coals were particularly advantageous to industrial consumers and those interested in the development of steam-generating electric powerplants.

With the economic advantages of southern bituminous coals being brought to Salem in deepwater steamers, the movement of coal into Salem Harbor rapidly expanded. During 1929 some 80 deepwater vessel dischargings were made and 455,000 tons distributed to consumers.

With the development of the Salem terminal wharf as an industrial fuel center handling bituminous coal, the old anthracite pockets were transferred down the harbor to Pickering wharf, which point became the domestic fuel distribution center of the community.

As Salem lost its shipping to deeper draft portions in the 19th century, so again is the 20th century the 5,000-ton colliers gave way to ships carrying 11,500 tons and T–2 tankers discharging oil at Boston terminals replaced the greater part of the domestic anthracite coal handled over Salem wharves. By 1950 only 178,000 tons of coal were brought into Salem Harbor and steamer traffic had declined 60 percent from the 455,000-ton peak of 1929. The anthracite pockets at Pickering wharf were dismantled and replaced by oil storage tanks capable of only receiving barge transshipments from Boston's deepwater terminals

For shipping and fuel to keep pace with domestic, industrial and public utility requirements, from the standpoint of both transportation economy and consumer preference, it was necessary in 1952 to erect storage tanks for oil and dredge the inner approach channel to accommodate the then modern T–2 oil tankers and 11,500-ton coal colliers. This was done at private expenditure of in excess of $5 million.

Salem Harbor serves a bustling and hustling community with a strong industrial future. It is forging ahead energetically but this progress now depends to a very serious extent on the Salem Harbor improvement project.

Mr. BATES. I think the project has already been adequately covered by Mr. Anderson. We want to get a channel 32 feet in depth all the way from this point out to Mann Rock and also take Mann Rock away because it is something on which we have had many accidents. This portion here will be done by local interests. This project is justified because as indicated there has been nearly a fivefold increase tonnage-wise in Salem Harbor since 1950.

Mr. BLATNIK. Will you repeat that? In the last 6 years there has been an increase in tonnage, and what did you say the increase was?

Mr. BATES. A fivefold increase.

Mr. BLATNIK. What are the actual tonnage figures?

Mr. BATES. If you will look on page 4 of the statement before you you will see that in 1951 there were 212,000 tons of fuel that came into Salem Harbor on 19 vessels. This year, 1956, it is expected that 212,000 tons of fuel will increase to 1,500,000 tons of fuel, and that the number of vessels will increase from 19 in 1951 to 98 during the present year. By the year 1966 it is estimated that 2,778,000 tons will come into Salem Harbor and be carried by approximately 200 vessels instead of the 19 of only 5 years ago.

Mr. BURNSIDE. Did you not say that this company supplies power for 3 or 4 neighboring States?

Mr. BLATNIK. Yes, sir. Four States, namely, Rhode Island, Connecticut, Massachusetts and New Hampshire. A total of 194 municipalities and 2¼ million people are served.

The local people, Mr. Chairman and members of this committee, will contribute $455,000 under this project. The Federal Government will contribute $1,100,000.

Mr. BLATNIK. Until this time, Mr. Bates, most of your expenditures have been local; is that right?

Mr. BATES. Yes, sir.

Mr. BLATNIK. Do you have those figures?

Mr. BATES. Yes, sir. To the present day the Federal Government spent only $36,000, and local interests spent approximately $850,000. So, in addition to the $850,000 they have already spent, they will spend about $455,000 on this project now. That is only a portion of the cost, Mr. Chairman. Of course, that is just for navigation purposes. It does not include the $5 million they have already spent on fuel-storage purposes, nor would it include the tremendous plant already built and the two other portions or increments which are going to be built during the coming year.

Mr. DONDERO. Is that a municipal plant or a privately owned plant?

Mr. BATES. Privately owned by the New England Power Co., Mr. Dondero.

Mr. MACK. Is all of this fuel oil and coal going to the one company, Mr. Bates, or is it delivered in all of the area behind the city?

Mr. BATES. The coal to a large degree is used by the powerplant. That is a large degree of it. I would say most of it, however, is distributed and fanned out to the various areas indicated in the brochure I have given you; all of the fuel distributed to these various communities, the 194 communities I have indicated.

Mr. MACK. The benefits of this project go to a wide number of communities and not just one company.

Mr. BATES. More than 194 municipalities and 2¼ million people, covering 4 States in New England.

Mr. BLATNIK. What is the benefit-cost ratio?

Mr. BATES. 1.7 to 1. However, if you will look at these figures which I have given you, you will see that only a 10-percent increase over present figures will give them over twice that amount, or 3.3 to 1. This harbor is not a new harbor, but was founded in 1626. During the Revolutionary War it was the largest port in the United States, when Boston was closed down. However, with the advent of deep-draft vessels they could not get into Salem. It has only been in the last few years that this harbor has come into its own. Of course, with the projected plans which they have there today it is just inadequate. They lose approximately $79,000 each year through the delays encountered by vessels waiting out in the outer harbor for these other vessels to clear through because of the tides.

Mr. BECKER. This project has a very large local contribution.

Mr. BLATNIK. Much above the average.

Mr. BECKER. A very large contribution.

Mr. BLATNIK. Over 30 percent.

Mr. BECKER. Yes.

Mr. BATES. And the total contribution by the local interests even exceeds what the Federal Government will do in this particular case.

Mr. NICHOLSON. Do you know anybody against this project here?

Mr. BATES. No, sir, Mr. Nicholson. In the brochure I have handed to the committee there are statements from the chambers of commerce, and from the Governor, and several municipalities, and all sorts of telegrams. I know of no one, Mr. Chairman, who is opposed to this project. All who are familiar with it believe it is sound and urgently necessary.

Mr. BLATNIK. The Chair would like to commend you on the excellent job the Congressman has done, with advance information and the preparation of a memorandum, and a very informative pictorial booklet, which explains the problem and shows that it is a positive problem.

Mr. BATES. Thank you, Mr. Chairman.

Mr. BLATNIK. Are there any questions?

Mr. BURNSIDE. This rock has caused a few accidents.

Mr. BATES. Yes. It is called Mann—which is spelled with two n's—Rock, after a vessel, the *Isaac Mann*, which was destroyed on that rock.

Mr. BURNSIDE. Did you not say that one was destroyed last year, or the year before last?

Mr. BATES. I think it was some time ago that this particular ship was damaged.

Mr. BECKER. But you have had ships since then.

Mr. BURNSIDE. I was told by some of the people who came around to see me that you have had wrecks there recently.

Mr. BATES. That may be so. I am not familiar with it, Mr. Burnside. They have not called it to my attention, but I do know it is a tremendous hazard.

Mr. MACK. As to the deepening of the channel, you now have 25 feet there and these oil tankers or coal ships draw more than that. Is that right?

Mr. BATES. Yes, sir.

Mr. MACK. How, then, can a fully loaded ship come up that 25-foot deep channel and get up to dock?

Mr. BATES. They come in with high tide.

Mr. MACK. They must wait for tides?

Mr. BATES. Yes, sir. That is the problem, because all of the other ships have to wait for that one to get out of there; 525 hours are going to be lost this year.

Mr. MACK. And the problem will grow worse as traffic increases?

Mr. BATES. It is an absolutely impossible situation when you project it to 2 years hence.

Mr. BLATNIK. Mr. Bates, you have presented a very, very compelling and persuasive case.

Mr. BATES. Thank you, Mr. Chairman. May I incorporate in the record a statement by Mr. Thomas J. Rouner, vice president of the New England Power Co.?

Mr. BLATNIK. Without objection, it is so ordered.

Mr. BATES. I have nothing further to say, Mr. Chairman.

(The prepared statement of Mr. Rouner is as follows:)

STATEMENT OF THOMAS J. ROUNER, VICE PRESIDENT OF NEW ENGLAND POWER CO., IN SUPPORT OF 32-FOOT NAVIGATION PROJECT AT SALEM HARBOR, MASS.

I am Thomas J. Rouner, vice president of New England Power Co., a Massachusetts corporation engaged in the business of generating, purchasing, transmitting, and selling electric energy in wholesale quantities to large industrial consumers and to other electric companies doing a resale distribution business. New England Power Co. is a subsidiary of New England Electric System, which provides retail service in a total of 194 municipalities located in Massachusetts, Rhode Island, New Hampshire, and Connecticut, comprising a service area of approximately 4,500 square miles, with a population of about 2,250,000 persons. In addition, subsidiary companies of this integrated system sell power to many nonaffiliated utilities and municipalities in Massachusetts, New Hampshire, and Vermont.

The properties of New England Electric System includes 23 hydroelectric and 12 fuel-electric generating plants with an aggregate capability in excess of 1 million kilowatts. The properties also include large hydroelectric storage reservoirs and an integrated system of transmission lines and substations. The power facilities of the system have been planned and designed to obtain the most economical operating combination of inland waterpower and large coastal steam plants located on deep harbors.

New England Electric System's present construction activity includes a hydroelectric development of 150,000-kilowatt capacity located on the Connecticut River in northern New Hampshire, scheduled for operation in 1956, as well as a third steam-electric unit located at Salem Harbor, Mass., scheduled for completion in 1958 with a capacity of 140,000 kilowatts.

New England Power Co. also has a 30 percent interest in Yankee Atomic Electric Co., a Massachusetts corporation sponsored by the major New England electric utilities, which proposes to construct and operate an atomic power plant of approximately 134,000-kilowatt capacity, the output of which will be purchased by the sponsoring utilities.

The site of the Salem Harbor steam-electric station has long been held by New England Power Co. and predecessor interests for the purpose of providing an important key link in an integrated power system, the site being of excellent location with respect to power-load centers and having ready access to deep-water navigation for economy of fuel deliveries. The initial step in the development of the Salem Harbor steam plant was the completion in 1952 of the installation of 160,000 kilowatts in 2 units. This station provided 35 percent of the steam generation of New England Electric System plants in 1955, and operated at the very high efficiency of only 0.69 pound of fuel per kilowatt-hour. Ground has been broken this spring for the construction of a third Salem Harbor unit of 140,000-kilowatt capacity, scheduled for completion in 1958. Present tentative

schedules call for the installation at this site of another 140,000-kilowatt unit in 1963 and a still further addition by or before 1975.

From a power-production standpoint, New England as a region is at an inherent disadvantage because of her remoteness from the coal and oil resources of the country. Transportation of fuel is a substantial element in the cost of electric power in New England. For instance, the price we pay for coal at Salem Harbor, currently running at about $10.50 per net ton, is made up of about 50 percent for the price of the coal at the mines in Virginia, and about 50 percent for transportation and handling charges between the mines and Salem Harbor. This item of high fuel costs has been a major influence in the unusually high degree of hydroelectric development of New England's rivers. It is interesting to note that the Connecticut River and its tributaries upon which New England Power Co. and its affiliates operate 17 hydroelectric stations is the hardest working river for its size of any river in the country.

The navigation facilities at Salem Harbor presently consist of a 25-foot navigation channel and a 30-foot berthing area created through 3 successive dredging operations which were made in 1924, 1931, and 1951. This dredging was accomplished through the expenditure of approximately $426,000 of local corporate funds and only about $36,000 of Federal funds. In addition, private interests also expended in 1951, $410,000 for wharf construction, bringing the past local investment in navigation facilities to $836,000.

The 32-foot navigation project as recommended by the Corps of Engineers and now under consideration, involves the expenditure of an additional $340,000 of local corporate funds for an adequate approach channel and $1,100,000 of Federal expenditures for dredging the main ship channel. Thus, upon completion of the proposed 32-foot navigation project, the Federal Government will have expended approximately $1,136,000, while local corporate interests will have expended $1,176,000. New England Power Co. and Pocahontas Fuel Co. have furnished assurances to the Corps of Engineers that local interests will provide an adequate approach channel of 32-foot depth to correspond with the proposed Federal improvement. In addition, an estimated $115,000 of non-Federal funds will be required for the lowering of an outfall sewer of the South Essex Sewerage District which crosses underneath the main ship channel.

The terminal facilities at Salem Harbor are by no means predominantly for the benefit and use of New England Power Co.'s adjacent generating station. They also serve a large and rapidly increasing traffic in both coal and oil en route to more than 50,000 domestic, industrial, and utility consumers within a 75-mile radius to the north, northwest, and west of Salem Harbor. In 1955 the disposition of fuel through Salem terminal included 485,000 tons for New England Power Co. and affiliates, and 670,000 tons for various commercial deliveries, or a total of 1,155,000 tons about equally divided between coal and oil. This contrasts sharply with a 1950 tonnage of 256,000. Furthermore, it is estimated that 1958 shipments will reach about 1,750,000 tons and further expand to about 2,250,000 tons in 1963, or nearly twice the 1955 total.

Fuel is shipped to Salem Harbor in 11,000-ton coal colliers and T2-type oil tankers having drafts of about 30 and 31 feet, respectively. With the present 25-foot channel actually shoaled to 24 feet, and high tides ranging from 7½ to 11 feet, it is obvious that the Salem Harbor channel can be navigated only at or near absolute high tide, thus requiring expensive navigation delays awaiting high-tide conditions. Furthermore, the shipping operations are decidedly hazardous not only because of extremely shallow bottom clearances and the short duration of favorable tide conditions, but also because of the narrowness of the Federal channel near its junction with the approach channel.

The 32-foot channel will practically eliminate tidal delays for the existing colliers and T2 tankers, which according to the report of the Corps of Engineers will result in a project justification having an overall benefit-cost ratio of 1.3 to 1 in 1958, and increasing to 1.7 to 1 in 1975. The 32-foot channel will also permit the use of larger colliers and tankers not presently usable in this harbor, with a further sharp increase in the benefit-cost ratio, as treated more fully in the report of the division engineer. For instance, if only 10 percent of the Salem Harbor petroleum traffic is transferred to supertankers upon completion of the 32-foot project, it is shown that the above benefit-cost ratio of 1.7 to 1 would be increased to 3.3 to 1.

New England Power Co. is subject to the jurisdiction of various State and Federal commissions including the Massachusetts Department of Public Utilities, New Hampshire Public Utilities Commission, Vermont Public Service Commission, Securities and Exchange Commission, and Federal Power Commission. Its

earnings under this multiple regulation are subject to practically continuous review in order to assure that a reasonable relation is maintained between cost of electric service and the rates paid by power consumers. It follows that savings resulting from the proposed navigation improvements which lower the delivered cost of fuel to the Salem Harbor power station will be reflected in the power rates throughout the extensive area served by the New England Power Co. system.

In keeping with the rest of the Nation, the electric power consumption in New England shows a healthy and vigorous growth. Since 1946, the kilowatt-hour output of the New England electric system has increased from 3.4 billion kilowatt-hours to 5.6 billion kilowatt-hours for the year 1955, an increase of 65 percent. In the newer fields, such as electronics and plastics, the growth is exceeding that of any other section of the country comparable in size and population. New diversified manufacturing more than takes up the slack left by the moderate but much publicized loss of textile business in our extensive service territory.

The area served by the interconnected power system of which Salem Harbor station is a principal unit includes a vast number of defense installations and Government facilities for which reliability of power supply is of regional and national interest. The Federal Government's program for industrial dispersion provides that defense-supporting production facilities be located at sites well removed from highly industrialized sections and from major military installations. Although power from the Salem Harbor station is readily available to large sections of industrial New England through an electrical network, it is still well removed from recognized target areas. This is evidenced by the fact that the Office of Defense Mobilization on April 16, 1956, issued a necessity certificate authorizing accelerated tax amortization for the current expansion of New England Power Co.'s Salem Harbor station.

This geographic security feature coupled with the fact that the sheltered harbor is not crossed by any bridges and consequently is less vulnerable to sabotage and direct enemy action, give both the power station and the fuel distributing point a degree of security that is unique in this area, and therefore definitely in the national interest.

The sponsors and proponents of this 32-foot navigation project include the city of Salem, Mass.; Salem Chamber of Commerce; Massachusetts Department of Public Works; Pocahontas Steamship Co.; New England Power Co.; Maritime Association of the Greater Boston Chamber of Commerce; Massachusetts Department of Commerce; Lawrence Chamber of Commerce; Collier Owners Association; George W. Pickering Co.; Boston Tow Boat Co.; Salem Commissioner of Pilots; Pocahontas Fuel Co., Inc.; and a large number of shippers, oil companies and fuel consumers.

There is no known opposition to the project.

The attached brochure illustrates in pictorial and diagrammatic form some of the salient features of the proposed Salem Harbor navigation project.

The navigation conditions at Salem Harbor are presently strained, hazardous, and expensive due to narrowness and the shallow depth in the Federal channel which has been further aggravated by shoaling. Conditions will soon become acute with the known increases in fuel requirements at this harbor.

It is respectfully requested that Federal authorization, appropriation, and construction be accomplished at the earliest possible date in order to relieve a navigation condition that will become critical by the end of 1958.

We stand in readiness to furnish you with any additional material that may be helpful in any way in expediting the accomplishment of this sorely needed and highly justified project.

Illinois Waterway and Grand Calumet River, Ill., and Ind.

Mr. Blatnik. The final project is the Illinois Waterway Cal-Sag, Illinois and Indiana, sponsored by a member of the committee, who is still in Chicago and unable to get back in time. The meeting was originally scheduled on Wednesday and on short notice yesterday we moved it up one day because of the importance and the pressure for completing the omnibus river and harbor works.

We will now hear from Colonel Allen on this project.

STATEMENT OF COL. J. U. ALLEN, CORPS OF ENGINEERS—Resumed

Colonel ALLEN. Mr. Chairman, we do not have a large-scale map on this since it came up rather quickly, but I have some small sketches which I think will assist you in understanding the project. I have eight of them and it may be necessary to share it.

The status of the report on the Cal-Sag is that a report has been made by the division engineer. That is the report which I will present today. It has not yet been passed on by the Board of Engineers for Rivers and Harbors, or the Chief of Engineers, or formally transmitted to the committee.

The Cal-Sag navigation project which you have before you is a link for through traffic on the Illinois Waterway, shown on the left of the map, to the Great Lakes, the entrance being through the Calumet River into Lake Michigan. It joins the Mississippi Waterway, the Ohio River, with the Great Lakes Inland Navigation System.

As you know, both systems, the Illinois and the Mississippi and the Ohio and Great Lakes, are systems of large extent, and well developed, and long in life. So it serves the entire Midwest and the area served by the Great Lakes.

Commerce on the Calsag Channel alone increased from 1 million tons in 1946 to nearly 4 million tons last year. At the present time that channel, which proceeds from east to west, shown in black there, is only a 60-foot-wide channel. It was constructed between the years 1911 and 1922 by the Chicago Sanitary District, primarily as a means for diverting the flow of the Little Calumet River into the Illinois Waterway to assist in their sewage disposal problems. The sanitary district spent prior to 1925 nearly $100 million in the Calsag project alone to develop it primarily for sanitary purposes. In 1930 this Calsag reach was incorporated into the Federal navigation system, and has since been maintained by the Federal Government.

In 1935 we were authorized to provide passing places, which you see there in those little indentations shown in black, to assist in speeding the commerce through this very narrow 60-foot channel.

In 1946 the Congress authorized the improvement of the Calsag Waterway from its present 60-foot width to a width of 225 feet from Sag Junction south to the vicinity of Lockport.

The 1956 appropriation bill contained funds to initiate that project and the project is now in work, working from Sag Junction to the east.

The existing channel, as you note there, is crossed by a number of highway and railroad bridges, all of which have to be altered because of the project. The project, as I mentioned, is only 60 feet wide now, and the bridges at the time they were constructed were constructed so as to conform to that width. The bridges are now being or will have to be rebuilt to a width of 225 feet.

When this project was authorized in 1946, the authorizing legislation stated that the cost of altering the railroad bridges would be done in accordance with the principles of the Truman-Hobbs Act, which was passed in 1940. This act set up a device for joining with the bridge owner in the cost of such alteration of a railroad bridge when in the opinion of the Secretary of the Army it is an obstruction to navigation. The principles of the Truman-Hobbs Act were specified in the 1946 act to be used as a basis for the apportionment of the costs for railroad bridges.

The 1946 act provided that local interests would bear the entire cost of altering highway bridges. Subsequent to the 1946 authorization for this channel the Congress amended the Truman-Hobbs Act of 1940, and it amended it in 1952, so as also to place highway bridges under the same provision of cost sharing which were previously authorized in the case of railroad bridges. And that was the purpose of the resolution directed by this committee in 1955 to reevaluate this project and see whether or not there should be a change in the cost apportionment for the highway bridges.

Mr. FALLON. For the benefit of the committee, what is the apportionment under the Truman-Hobbs Act?

Colonel ALLEN. The Truman-Hobbs Act relates the owner's share in a bridge alteration to the original capital cost of the bridge. In other words, if a bridge were constructed in 1900, we will say as an example, for $100,000 by the bridge owner, and in 1950 it had to be altered, again we will say for example that the bridge had a life of 70 years, then he would have used five-sevenths of the life of that bridge. So five-sevenths of $100,000, plus whatever benefits he may have wanted to put in, such as increased loading capacity, would be the extent to which the bridge owner would participate in the cost of bridge reconstruction. It is related entirely to the capital cost rather than replacement cost. That is basically the principles of cost sharing under the Truman-Hobbs Act, both for railroad bridges and now for highway bridges, since 1952.

Mr. BECKER. Is that as amended as the chairman asked?

Colonel ALLEN. The amendment relates to highway bridges.

Mr. BECKER. That is the way it is now?

Colonel ALLEN. Yes. There was no amendment with respect to railroad bridges, but the only amendment was to incorporate highway bridges under the same philosophy.

Mr. BECKER. I see.

Mr. DONDERO. It seems to me a portion of this committee went through the canal 3 years ago, and my recollection is that it passes through a very densely—I will not say populated but a very densely built up section of Chicago, with commercial buildings on both sides of it. Am I right on that?

Colonel ALLEN. Yes, sir. There are portions which are very heavily built up, and there are other portions still susceptible of development.

Mr. DONDERO. Now the proposal to expand it from 60 feet to 225 feet means many of those buildings will have to be condemned and removed in order to make the improvement. What is the total cost of this project?

Colonel ALLEN. The total cost of the project, and I would like to break it down for descriptive purposes into parts 1, 2 and 3, which I have delineated in red on your sketches—for part 1, which is the part which Congress signified its intent to proceed with by the appropriation of funds in 1956 and continuing in 1957—the total cost of part 1, including bridge alterations, dredging, land acquisition, and incidentally all of the lands are being provided by other than the Federal Government in this case, that is, by the Chicago Sanitary District and various other agencies——

Mr. BECKER. Including buildings?

Colonel ALLEN. Yes, sir. All lands are being provided by local interests. However, the total cost of part 1 is $83 million Federal and about $17 million non-Federal. That $17 million non-Federal is made up primarily in costs of alterations of railroad bridges and highway bridges.

Part 2, which is the portion which would not come for a number of years in our present thinking because it goes over into Indiana and there are serious right-of-way problems envisioned there and also there is not the wholehearted support for that part 2 extension that there is for part 1—the total cost of part 2 is $62 million, of which $32 million is Federal.

Part 3 is the portion south of Sag Junction to Lockport, and it has a total cost of $24 million and a Federal cost of $15 million, for a grand total cost of the three portions of $187 million, of which $130 million under the present authorization is Federal.

Mr. DONDERO. Did you say $137 million is Federal?

Colonel ALLEN. $130 million. I am rounding these off to the nearest million.

The division engineer in making his report, which is now with the Board of Engineers——

Mr. GRAY. May I interrupt you? What division is this?

Colonel ALLEN. In the Chicago District, the North Central Division.

Mr. GRAY. Yes.

Colonel ALLEN. The division engineer in making his report finds that the bridge alterations recommended in the authorizing document are necessary to the proper accomplishment of the project. He finds that the benefits expected to develop by the construction of this project are general in nature, as opposed to local, and he considered it proper to consider the extent of local and Federal participation in view of the policy of Congress as expressed in the 1952 Truman-Hobbs amendment, and recommends that because of the nature of the benefits accrued from the project and the major local contribution for the development of the project already made, which I cited, he considers it equitable that the allocation of the cost of the highway bridges be made in accordance with the 1952 amendment to the Truman-Hobbs Act in a similar manner to that provided for railroad bridges.

The first cost to the United States for this recommendation would be on the order of $40 million. It would mean transferring from State, county and municipalities the cost of their bridge alterations to the Federal Government in the amount of approximately $40 million, which would put it in strict accordance with the principles of the Truman-Hobbs Act reflected in the 1952 amendment. Of this $40 million about one-quarter, or $9,184,000, applies to part 1—the portion which we are now actively constructing with 1956 funds, and will continue on with subsequent appropriations. It does not affect the benefit-cost ratio of the project because these costs to local interests were included in the cost of the project.

The benefit-cost ratio would still be 2.48 for the improvement.

Because of your recent interest in or acquaintance with the Algiers Bridge case I should say there will be no cost to the United States for the operation and maintenance of these bridges. It was specifically stated in the authorizing document that the bridges will be operated and maintained by the bridge owner.

Mr. BLATNIK. How far along is this project, Colonel, in the regular normal channels of processing of the Corps of Engineers? Is it due for the final board hearing?

Colonel ALLEN. It will be heard at the next meeting of the board.

Mr. BLATNIK. That will be in August?

Colonel ALLEN. Yes, sir. And the report I made is the division engineer's recommendation.

Mr. ROGERS. What is the breakdown of the benefits?

Colonel ALLEN. The benefits to local and Federal, you mean?

Mr. ROGERS. No. Your actual benefit.

Colonel ALLEN. The benefits are savings in transportation costs for a large number of commodities, like grain, coal and petroleum, and your large bulk commodities which will move and are moving now on the Illinois Waterway.

Mr. DONDERO. What is the ratio of benefits to costs, if you can give it?

Colonel ALLEN. The benefit-cost ratio for the project is 2.48.

Mr. DONDERO. About 2½ to 1?

Colonel ALLEN. Yes, sir. That is the entire thing, that is, parts 1, 2 and 3.

Mr. BECKER. But you do not contemplate part 2 for some years to come.

Colonel ALLEN. It is 2.25 for part 1 alone.

Mr. MACK. How much money has been appropriated in the last 2 years for part 1?

Colonel ALLEN. In 1956 there were $4 million appropriated and I understand the conference report carries $8,500,000 for 1957. It is expected on the present schedule, subject to appropriations, of course, that the project, part 1, will be completed in 1962.

Mr. DONDERO. What depths are you recommending for this channel?

Colonel ALLEN. The authorized depth is 9 feet, and a width of 225 feet.

Mr. DONDERO. That is needed for barge traffic alone. Is that what it amounts to?

Colonel ALLEN. Yes. It is entirely a barge traffic connecting waterway with terminals on Lake Michigan.

Mr. ROGERS. Was there any connection before?

Colonel ALLEN. Yes, sir. The channel constructed by the Sanitary District of Chicago was 60 feet wide and it carried in 1946, when it was authorized, 1 million tons. That has grown to nearly 4 million tons now. There is a requirement that when tows meet in this bowling alley, as it is called now, either one or the other has to back up, and there is no place to pass except in the passing places which have been provided.

Mr. BECKER. On part 1, the widening of this channel or canal is going on now. Is that right?

Colonel ALLEN. That is correct.

Mr. BECKER. You stated that the Federal cost involved in this legislation is $83 million additional for part 1. Is that right.

Colonel ALLEN. The additional cost to the United States as a part of this division engineer's recommendation will be on the order of $10 million, which will transfer that cost from State and local bridge costs to the Federal Government.

Mr. BECKER. If the Federal Government is widening this canal for the benefit of the State of Illinois and the benefit of commercial projects there at their request, I presume—this whole business is being done there at their request, I assume—does it not seem logical that they ought to provide any necessary bridge work required as part of the plan? It would seems to me if they want the Federal Government and the people of the United States to pay for this project, which I have nothing against it would seem to me that that would be a part of their costs, and any necessary accounterment that go along with it. Why should we have these extra millions of dollars for the bridges now? I do not quite understand, and apparently it was not contemplated at the beginning.

Colonel ALLEN. It was not contemplated at the beginning, Mr. Becker, because Congress at the time this was authorized had not expressed its will with respect to the paying of highway bridge costs. It had only expressed itself in connection with railroad bridges. Subsequent to this authorization Congress has said the Federal Government will join with local interests where bridges are an obstruction to navigation. While the benefits will result in terminal development in the Chicago and Lake Calumet area, still they are general in nature because they relate entirely to the while Midwest inland waterway system.

Mr. BECKER. I am not going to pursue this, but with regard to these bridges, if you are widening this canal to 225 feet it would not seem to me that these bridges are going to interfere with navigation, because they are not going to be there.

Colonel ALLEN. They are there now.

Mr. BECKER. How can you have bridges across this if you are widening it to 225 feet?

Colonel ALLEN. That is part of the authorization, that the bridges will be altered to conform to the 225-foot width, and we are proceeding in connection with several railroad bridges and altering them under the original authorization.

Mr. BECKER. Under the original authorization you are doing it?

Colonel ALLEN. Under the original authorization we were told to join with the railroads and share the costs of altering the railroad bridges to conform to this additional width in conformance with the Truman-Hobbs Act of 1940. The original authorization stated that the necessary highway bridge alterations would be a responsibility of the local interests, because at that time Congress had not expressed itself as having any interest in highway bridge alterations as affecting navigation projects. Since that time Congress has said, "We want highway bridges to be treated similarly with railroad bridges," and that is what this report will do. They are not constructing new bridges, but altering and replacing bridges with a 60-foot span so as to provide for a 225-foot span.

Mr. FALLON. Will the gentleman yield?

Mr. BECKER. Certainly.

Mr. FALLON. If I understand the line of questioning, the authorization for the deepening and widening has already passed this committee.

Colonel ALLEN. That is right.

Mr. FALLON. So what we have before us now is an authorization for bridgework only.

Colonel ALLEN. A modification to the existing authorization.

Mr. BECKER. I was trying to get at what it was for, but I see now it is just for the modification of bridgework.

Mr. FALLON. And the amount of apportionment the Federal Government shares in it will be controlled by the Truman-Hobbs Act.

Colonel ALLEN. That is correct. It is a modification to the authorized project.

Mr. BLATNIK. What is the amount of money involved?

Colonel ALLEN. $40 million.

Mr. BECKER. For the bridges.

Colonel ALLEN. For the bridges alone.

Mr. ROGERS. Is it a customary procedure now whenever we do any work that we go ahead and build bridges too?

Colonel ALLEN. The Truman-Hobbs procedure is and has been applied in the past, specifically in an instance where a bridge in former years was constructed with inadequate dimensions. Now navigation has improved to the point where we require increased navigation clearances either vertical or horizontal. The Secretary, after a public hearing, issues an order to the bridge company to alter its bridge and we say, "We will share with you in this fashion." This is a little different and the Truman-Hobbs law is being applied only in principle here as a means of arriving at a practical apportionment between the bridge owner and the Federal Government.

Mr. ROGERS. It is not a customary procedure?

Colonel ALLEN. We have not had an instance like this where we widened a 60-foot channel to 225 feet, requiring nearly 4 times the width of channel.

Mr. MACK. You say the cost to the Federal Government, assuming the alteration of the highway bridges, will be $40 million. Does that apply only to part 1, or part 2 and part 3?

Colonel ALLEN. The entire project. Part 1 is $9,184,000. That is what we are actively engaged in now.

Mr. MACK. Is that in addition to the $130 million?

Colonel ALLEN. It will raise the $130 million Federal to $170 million plus or minus.

Mr. MACK. Will that add to the total cost?

Colonel ALLEN. No. It will be reduced on the part of the local interests.

Mr. MACK. In other words, the local interests will put up $70 million.

Colonel ALLEN. That is right. It is a transfer of the local interests' contribution on the local side to the Federal side.

Mr. DONDERO. How many bridges are involved?

Colonel ALLEN. On part 1 there are 17 highway and 11 railroad bridges; on part 2, 10 highway and 11 railroad bridges; on part 3 there are 9 highway bridges.

Mr. BECKER. Mr. Chairman, Mr. Fallon certainly straightened out one part of it, but my questioning prior to that goes back to this thinking on my part: Here we are spending $130 million to benefit the economic level of the people in that whole area and provide a larger waterway with more navigation for commercial interests. It certainly enhances the entire economic atmosphere of the whole area there. Then on top of that we are being asked to replace or to alter

the bridges over this canal, and, in other words, to do the whole and complete job at the cost of the Federal Government. It seems to me we are going somewhat afield. If we are going to improve navigation facilities for economic purposes, that is fine. That is like putting in the St. Lawrence seaway to improve the economic atmosphere up in that area. However, I seem to think that we are going very far afield if we are going to alter 28 bridges going over this canal at an additional cost of $40 million.

Mr. ROGERS. How do you figure out any benefit-cost ratio in changing the bridges?

Colonel ALLEN. There is no change. The cost of alteration, regardless of who bears it, was included in the original cost of the project. In our costs we do not use only the Federal cost, but the entire cost is considered.

Mr. ROGERS. So you do not consider the bridges as such?

Colonel ALLEN. It was considered in the cost of the project, that is, the cost of the project for Federal and local participation, in arriving at the benefit-cost ratio.

Mr. FALLON. Colonel, in the original estimate for the original authorization on part 1, were the railroad bridges taken into consideration as to their cost at that time?

Colonel ALLEN. Yes, sir. The railroad bridges were specified in the authorization to be shared between the Federal and local interests.

Mr. FALLON. What this bill does is ask for the highway bridges to be included just the same as the railroad bridges are?

Colonel ALLEN. Yes, sir. That is correct. Because of the recent expression of the Congress on the highway bridges.

Mr. FALLON. Yes.

Mr. MACK. Has this been done anywhere else in the country; that is, taking over your State bridges or public bridges which did not belong to the Federal Government?

Colonel ALLEN. No, sir. There has never been a case where you might say we are retroactively applying the principle of Truman-Hobbs to the highway bridges. This would be the first case.

Mr. MACK. Are there numerous cases of that kind throughout the country where it could be applied?

Colonel ALLEN. I do not think there are many, if there are any, Mr. Mack. Particularly and certainly not to the degree we are involved in in Cal-Sag. You will realize we are right at the crossroads of America with respect to railroad bridges, which accounts for the high number of crossings.

Mr. DONDERO. I note that this costs about as much as the entire St. Lawrence seaway.

Mr. ROGERS. If you are deepening this, you are now only in the construction stage?

Colonel ALLEN. Yes, sir.

Mr. ROGERS. What are you doing about these bridges? Are they being rebuilt as you go down?

Colonel ALLEN. Thus far the highway bridges are on schedule and in conformance with the existing authorization. In other words, local inteersts have not dragged their feet on the bridges we asked them to alter.

Mr. ROGERS. How many bridges have local interests constructed?

Colonel ALLEN. I have that here. Local interests have constructed 9 bridges, which conform to the new channel dimensions, at a total cost of $3,500,000 thus far.

Mr. ROGERS. And when the project was authorized they expected to do that for all of the bridges. Is that correct?

Colonel ALLEN. That was the authority we had. We had no other authority but to require them to do that.

Mr. ROGERS. So they entered into agreements to provide the costs for all of these?

Colonel ALLEN. Yes.

Mr. ROGERS. But now they want to change it?

Colonel ALLEN. Yes.

Mr. BLATNIK. May we have the permission of the committee to suspend and return to this, in view of the time, and then use the few minutes we have left to clean up the items we have before us?

(Whereupon, at 11:35 a. m. the subcommittee went into executive session.)

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