PRESIDENTIAL OFFICE SPACE AND BOTANIC GARDEN NURSERY

[No. 84-21]

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
LIC BUILDINGS AND GROUNDS

OF THE

MITTEE ON PUBLIC WORKS
HOUSE OF REPRESENTATIVES

EIGHTY-FOURTH CONGRESS

SECOND SESSION

ON

H. R. 12025 and H. R. 12035

TO PROVIDE FOR A PRESIDENT'S ADVISORY COMMISSION ON PRESIDENTIAL OFFICE SPACE

ALSO

H. R. 11307 and S. 3881

AUTHORIZING THE DEMOLITION AND REMOVAL OF GREENHOUSES AND OTHER STRUCTURES FROM SQUARE 576 WEST AND THE CONSTRUCTION OF GREENHOUSES AND OTHER STRUCTURES, IN REPLACEMENT THEREOF, AT THE BOTANIC GARDEN NURSERY, AND FOR OTHER PURPOSES

JULY 6 AND 20, 1956

Printed for the use of the Committee on Public Works

UNITED STATES
GOVERNMENT PRINTING OFFICE
81595 WASHINGTON : 1956

COMMITTEE ON PUBLIC WORKS

CHARLES A. BUCKLEY, New York, *Chairman*

GEORGE H. FALLON, Maryland
CLIFFORD DAVIS, Tennessee
JOHN A. BLATNIK, Minnesota
ROBERT E. JONES, Jr., Alabama
JOHN J. DEMPSEY, New Mexico
FRANK E. SMITH, Mississippi
JOHN C. KLUCZYNSKI, Illinois
TOM STEED, Oklahoma
T. A. THOMPSON, Louisiana
BRADY GENTRY, Texas
M. G. (BURNIE) BURNSIDE, West Virginia
IRIS FAIRCLOTH BLITCH, Georgia
JIM WRIGHT, Texas
W. R. HULL, Jr., Missouri
KENNETH J. GRAY, Illinois
FRANK M. CLARK, Pennsylvania
PAUL ROGERS, Florida
JOHN D. DINGELL, Michigan

GEORGE A. DONDERO, Michigan
J. HARRY McGREGOR, Ohio
JAMES C. AUCHINCLOSS, New Jersey
RUSSELL V. MACK, Washington
HUBERT B. SCUDDER, California
MYRON V. GEORGE, Kansas
FRANK J. BECKER, New York
GORDON H. SCHERER, Ohio
GARDNER R. WITHROW, Wisconsin
WILLIAM C. CRAMER, Florida
JOHN F. BALDWIN, Jr., California
FRED SCHWENGEL, Iowa
BRUCE ALGER, Texas
ALVIN R. BUSH, Pennsylvania
DONALD W. NICHOLSON, Massachusetts

CHARLES G. TIERNEY, *Chief Counsel*
ROBERT F. McCONNELL, *Counsel*

SUBCOMMITTEE ON PUBLIC BUILDINGS AND GROUNDS

ROBERT E. JONES, Jr., Alabama, *Chairman*

JOHN C. KLUCZYNSKI, Illinois
TOM STEED, Oklahoma
GEORGE H. FALLON, Maryland
JOHN A. BLATNIK, Minnesota
T. A. THOMPSON, Louisiana
M. G. (BURNIE) BURNSIDE, West Virginia
IRIS FAIRCLOTH BLITCH, Georgia
JIM WRIGHT, Texas
JOHN D. DINGELL, Michigan

JAMES C. AUCHINCLOSS, New Jersey
J. HARRY McGREGOR, Ohio
MYRON V. GEORGE, Kansas
ALVIN R. BUSH, Pennsylvania
GARDNER R. WITHROW, Wisconsin
FRED SCHWENGEL, Iowa
DONALD W. NICHOLSON, Massachusetts

CONTENTS

PRESIDENTIAL OFFICE SPACE

FRIDAY, JULY 6, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON PUBLIC BUILDINGS AND GROUNDS
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met at 10 a. m., pursuant to notice, Hon. Robert E. Jones, Jr., (subcommittee chairman) presiding, for consideration of H. R. 12025 and H. R. 12035, identical bills, follow:

A BILL To provide for a President's Advisory Commission on Presidential Office Space

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby established a commission to be known as the President's Advisory Commission on Presidential Office Space (hereinafter referred to as the "Commission"). It shall be the duty of the Commission (a) to study the problem of providing more adequate office space for the White House Office and the other agencies of the Executive Office of the President, and (b) within six months after the approval of this Act, to report to the President such findings and recommendations as it deems appropriate.

SEC. 2. (a) The Commission shall be composed of seven members as follows:

(1) Two Senators appointed by the President of the Senate;

(2) Two Representatives appointed by the Speaker of the House of Representatives;

(3) Three persons appointed by the President of the United States from the executive branch or from private life.

(b) A vacancy in the Commission shall not affect its powers but shall be filled in the same manner as the original appointment was made.

(c) The Commission shall elect a Chairman and a Vice Chairman from among its members.

(d) Commission members appointed from the Congress and the executive branch shall serve without additional compensation. Commission members appointed from private life shall receive $50 per diem when engaged in the performance of Commission duties. All Commission members shall receive reimbursement for necessary traveling and subsistence expenses incurred by them in the performance of Commission duties.

(e) Within the limits of its appropriations, the Commission is authorized to appoint such personnel, without regard to the civil-service laws and the Classification Act of 1923, as amended, and to make such expenditures as, in its discretion, it deems necessary.

(f) The Commission is authorized to request and secure the advice or assistance of any Federal agency. Any Federal agency furnishing advice or assistance to the Commission may expend its own funds for this purpose, with or without reimbursement from the Commission, as may be agreed upon between the Commission and the agency.

(g) Thirty days after the submission of its final report the Commission shall cease to exist.

SEC. 3. Appropriations to the President for "Expenses of management improvement" shall be available for necessary expenses of the Commission, and there are hereby authorized to be appropriated such additional sums as may be necessary for such expenses.

Mr. JONES. The committee will come to order.

The President, by letter which was directed to the Speaker of the House on June 27, requested consideration of the proposed bill which the President transmitted along with this letter to the Speaker, which was introduced by myself and Mr. McGregor. We introduced H. R. 12025 and H. R. 12035, the purpose of which is to make studies and to give authorization for the renovation or improvement of the office wing of the White House and to provide additional executive offices for the President.

We have with us this morning Mr. Brundage, and Mr. Broadbent of the Bureau of the Budget and Mr. McConihe, Commissioner of Public Buildings Service of GSA, and Mr. Franklin Floete, Administrator of the General Services Administration.

I think it would be in order for us to hear from you first, Mr. Brundage, as to these proposals. Address yourself if you will, please, to the proposals which are pending before the committee.

STATEMENT OF PERCIVAL F. BRUNDAGE, DIRECTOR OF THE BUREAU OF THE BUDGET; ACCOMPANIED BY SAM R. BROADBENT, CHIEF, COMMERCE AND FINANCE DIVISION, BUREAU OF THE BUDGET

Mr. BRUNDAGE. Mr. Chairman and gentlemen of the committee, I appreciate this invitation to present the views of the executive branch regarding the office-space requirements of the President and his executive staff. As the first step toward the solution of this problem, Congress is asked to approve his request of June 27, 1956, to which the chairman has just referred, and which was embodied in the form of H. R. 12025 introduced by Chairman Jones and H. R. 12035 introduced by Congressman McGregor.

The provision for adequate office space for the President and his staff has been a problem for many years. Before 1902, the President maintained his offices in the Executive Mansion. During President Theodore Roosevelt's administration, when the President's staff had grown to about 40 persons, it was decided that the mansion should be used as a residence only. A long-range plan for housing this office staff could not be agreed upon, so a "temporary" office was built on the White House grounds. This has come to be known as the "west wing." The President's office is still in this wing. This building was enlarged several times and, in 1934, during the administration of President Franklin D. Roosevelt, it was completely rebuilt to accommodate the ever-growing staff.

In 1942 the east wing was built, primarily as a museum, but it was soon filled by the President's wartime staff. Space in the Old State, War, and Navy Building—now designated the "Executive Office Building"—was assigned to Presidential aides and other executive office agencies in 1940 and, since that time this building has continued to house such employees.

The office space situation in the east and west wings of the White House became more congested as time went on. In 1946 and 1952 recommendations were made to relieve the continued congestion in these buildings, but no action was agreed upon. In 1955, when some internal rearrangements were made in the west wing, the entire prob-

lem was considered and recommendations for the means of a long-range solution were determined upon.

The President, with full recognition of the importance of this project and the widespread interest in the maintenance of the historic architectural character of the White House, the White House grounds and general surroundings, believes that the initial step toward solution of the problem should be the creation of a commission to advise him on future action.

The Executive Office staff, approximately 1,200 persons, exclusive of White House Police force, currently occupies space in 5 different buildings—the east and west wings of the White House, the Executive Office Building, the General Accounting Office Building, and 700 Jackson Place. None of these locations are really satisfactory because they are either overcrowded, inefficient as to internal arrangement or too far removed from each other.

The increasing complexities of the duties of the President, particularly since World War II, and the creation of additional agencies, such as the Council of Economic Advisers, the Office of Defense Mobilization, and the National Security Council, have resulted in an expansion of the office requirements. In addition, from time to time, Presidents have created specialized staffs or committees to advise them on specific problems, to perform special studies, or to assist them in the coordination of related activities performed by the several departments and agencies. Examples of these are the President's Materials Policy Commission and the Special Assistant for International Affairs appointed by President Truman, and the Council on Foreign Economic Policy and the Special Assistant for Aviation Facilities Planning appointed by General Eisenhower.

There have been many more such special appointments. These are all in addition to the ordinary staff of the Executive Office—the immediate White House staff and the Bureau of the Budget.

The proposed legislation provides for the creation of a Commission to study the problem of providing more adequate office space for the White House Office and other agencies of the Executive Office of the President. The Commission will report to the President within 6 months after the approval of the pending resolution such findings and recommendations as it deems appropriate.

The Commission will be composed of 2 Senators appointed by the President of the Senate, 2 Representatives appointed by the Speaker of the House of Representatives, and 3 persons appointed by the President from the executive branch or from private life. The Commission shall elect its own Chairman and Vice Chairman. Commission members appointed from the Congress and the executive branch shall serve without additional compensation. Commission members appointed from private life shall receive $50 per diem when engaged in the performance of Commission duties. All members of the Commission shall receive reimbursement for necessary traveling expenses and subsistence incurred by them in the performance of their duties. The Commission is authorized to appoint such personnel as required within its financial limitations, without regard to the civil-service laws and the Classification Act of 1949, as amended, and to make such expenditures as, in its discretion, it deems necessary.

The Commission may request the advice and assistance of any Federal agency, and said agencies are authorized to expend their own

funds for this purpose with or without reimbursement in accordance with agreements between the Commission and the agency involved.

Thirty days after submission of its final report the Commission automatically ceases to exist.

In conclusion, should Congress approve section 3 as written, which provides an authorization for an appropriation or the use of the President's management fund, this latter provision is included in case the legislation is enacted and the time between enactment and adjournment of the Congress is so short that there will be insufficient time for the Congress to consider an appropriation estimate, thereby making it possible for the Commission to function without delay. It is not believed that the cost of this Commission should exceed $30,000. It is not the intent to embark on a very tremendous study, as you can see.

Thank you very much for your attention, and if there are any further questions or information desired, I shall do my best to accede to your requests.

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

Mr. DINGELL. Mr. Chairman.

Mr. JONES. Mr. Dingell.

Mr. DINGELL. I have a few general questions.

Mr. Brundage, would it be possible to have the same or a similar study done by the General Accounting Office or the Bureau of the Budget?

Mr. BRUNDAGE. We think it would be helpful to have Representatives of Congress participate in it, because it is of interest to the whole Nation. While I think the Bureau of the Budget and the General Accounting Office did have very definite views on the subject—I solved it 2 years ago—there are too many people that have an interest in it, and who have a very vital and intense interest in it, to leave it to any one of two bodies of the Government.

Mr. DINGELL. How about the General Services Administration; could they perform the same functions that this Commission proposes to handle?

Mr. BRUNDAGE. Well, I believe that they all have very definite ideas on the subject. We have discussed them together, and, as a matter of fact, it could be left to the General Services Administration, and they would probably turn out a very excellent job, but I do not think that it would have probably as broad public acceptance as the report of a special commission.

Mr. DINGELL. Tell me this, Mr. Brundage: What would it cost if it were to be done by the General Accounting Office, the Bureau of the Budget, or GSA?

Mr. BRUNDAGE. Well, I do not think it would be very materially different, because we would have to give as much time probably to approach it again. I think it ought to be restudied in the light of current conditions and plans. I do not think it is an expensive job. I think it is a problem of reconciling the views and obtaining public acceptance of the proposals.

Mr. MCGREGOR. Will the gentleman yield?

Mr. DINGELL. Yes; I shall be glad to yield to the gentleman from Ohio.

Mr. MCGREGOR. I just wanted to call your attention to the fact that this is a similar resolution to that which was presented to this

committee back in 1949, which had to do with the renovation or remodeling of the residential section of the White House, and it was upon the request of the then President Truman, and it was concurred in by the Speaker that the committee was authorized to make a study and then report back to the Congress to give us broader powers. I recall definitely at the time when we had those hearings that it first was thought that it would be done by one of the Federal agencies, and then it was thought that some of the Members of the Congress should be represented in order to present it on the floor of the Congress.

To answer the question of the gentleman from Michigan, I think it was done in order to give it a little broader scope and probably a little more flexible viewpoint than if it were just done by some of the Federal agencies.

Mr. BRUNDAGE. Yes, sir; that is it exactly.

Mr. DINGELL. From what I have read in the newspapers, about Congress and appropriations lately, I am not sure that participation by Congress would make for public acceptance.

That is all I have; thank you.

Mr. JONES. Are there any questions on my left?

I have just one question.

Mr. Brundage, what is the legal sequence of this proposal? After the bill is passed and after the Commission is established and under this authority, makes its report, is it necessary then that we authorize the work to be done, or is it just necessary for the Executive to make a request for the appropriation of funds?

Mr. BRUNDAGE. I think that would be included in the bill as passed. I think this constitutes an authorization; is not that your understanding of it, Mr. Broadbent?

Mr. BROADBENT. My understanding is that this Commission is advisory to the President and will report to him and then he would come back to this committee and the Congress with their recommendations, and if they are accepted 100 percent and say this, in effect, is what should be done, he could suggest that it be done this way. You would have a second opportunity to review it probably.

Mr. BRUNDAGE. Before the time of actual construction, that is true.

Mr. JONES. Mr. Broadbent, as a practical proposition, you know that the Commission is going to agree in its deliberations as to what is necessary to be done to renovate or remodel or make additions to the existing offices of the White House. Would there be any objection to giving authority for the report going to the President, and in addition to the report that the Commission be empowered or authorized to construct whatever was necessary to properly house the executive offices?

Mr. BRUNDAGE. I think the only reason that was not included, Mr. Chairman, was because the report of the Commission might not be acceptable to the Congress, and that it would take a little longer, but we hope that this Commission might come up with a long-term solution that would be for 25 or 50 years.

Mr. JONES. I would like to cite you, as an example, the fact that the Smithsonian Institution came up for a planning operation and instead of planning we provided for the authorization and the construction of it, so we saved 2 years on the construction of the Smithsonian Institution. That is a new building and we authorized the project at $36 million.

81595—56——2

Mr. AUCHINCLOSS. In that instance you decided on the plans and the location of the new building of the Smithsonian Institution.

It seems to me that this is an advisory commission to plan for the expansion of the Executive Office or workshop, and that it might involve building on the White House grounds, and it might involve the tearing down of the State Department Building or something of that nature, which, I think, is a matter of considerable interest to the Members of Congress as well as the country, and I think that the Commission should be limited to recommending as to what should be done with estimates as to the cost of doing it, and then let the Congress or the appropriate committees of Congress take the next step.

Mr. BROADBENT. Mr. Chairman, the President, as I understand it, in considering this entire problem, realized that it was of the widest interest. I am sure you all recall the difficulties that have been encountered from time to time when anyone has wanted to change anything about the White House.

Mr. JONES. Yes, sir; and that is one of the reasons why I can anticipate the fat boiling in the fire too. We will have every organization in the United States coming up and saying we want to do this or that, and every editorial writer in the United States will have a different proposal.

Mr. BROADBENT. That is what one of the functions of the Commission would be, to listen to all these people.

Mr. JONES. Now, Mr. Broadbent, you are a good businessman, and you know that we do not have the time to sit up here and listen to every Tom, Dick, and Harry who wants to talk.

Mr. BROADBENT. I agree with you, but in this particular instance you always have to listen to someone when we want to do something with the White House. You remember 2 years ago we had difficulty over the Jefferson Memorial about the cherry trees.

Mr. JONES. It probably would be best to defer it. I just brought that question up as one that might be considered, in order to get your views on it.

Are there any further questions?

Mr. STEED. We could say that after the Commission has gone into the matter and made its recommendations to the President that if he sees fit to accept them and to recommend them to the Congress, then we could act accordingly.

Mr. DINGELL. Mr. Chairman, may I ask one more question, please?

Mr. JONES. Yes.

Mr. DINGELL. Is an act of Congress necessary to establish such a Commission as this, or can the President do this by Executive order?

Mr. BRUNDAGE. I do not think he can do it by Executive order. It is my understanding that such a commission has to be authorized by Congress.

Mr. DINGELL. Assuming that we establish this commission, the General Accounting Office, the General Services Administration, and the Bureau of the Budget will still have to be consulted; will they not?

Mr. BRUNDAGE. Yes; all of them will, of course.

Mr. DINGELL. So, in effect, there is, to that extent, a duplication of processes which could be used if this Commission were not necessary; am I correct in that?

Mr. BRUNDAGE. Yes, sir; that is right.

Mr. DINGELL. By that amount we can anticipate that it would be fair to say that the cost to the taxpayer of having this done will be increased by the appointment of this commission?

Mr. BRUNDAGE. I think it probably will cost something more, yes, but not a material amount. We are not talking about an extensive kind of an investigation. I think it is primarily to listen and to try to reconcile conflicting suggestions and points of view between architects, historical building lovers and people in general.

Mr. MCGREGOR. Section 3 provides that appropriations to the President for expenses of management improvement shall be available for necessary expenses of the Commission, but it carries no separate appropriations.

Mr. DINGELL. I think it is fair to anticipate that those particular appropriations will be increased by the amount necessary to do this particular work. In effect, you are saying that this Commission is aimed at public relations, and that its real function is not so much to gather facts as it is to reconcile the views of the people and the several Members of Congress to carry the ball for this program in Congress; is not that a correct statement of fact?

Mr. BRUNDAGE. I think a tremendous amount of information has been gathered as to what has been done before and as to various alternative plans, and I think it is to try to have the Executive and the Congress join together in approving and recommending some feasible plan that will receive public acceptance.

Mr. DINGELL. You will still have to have a hearing before the Public Works Committee on the recommendations of the Commission.

Mr. BROADBENT. Yes, sir.

Mr. DINGELL. So, we will not save the Public Works Committee any considerable amount of work.

Mr. BRUNDAGE. Except that you will be giving them the benefit of the considered opinions of experts on this matter.

Mr. DINGELL. Thank you very much.

Mr. JONES. If there are no further questions, thank you very much, Mr. Brundage.

Mr. BROADBENT. Mr. Chairman, may I call your attention to an error on page 2 of both drafts, line 25. It should be, "1949" instead of "1923", an inadvertent error, which refers to the Classification Act of 1949.

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

Mr. JONES. Is that the only correction, Mr. Broadbent?

Mr. BROADBENT. Yes, sir.

Mr. JONES. You have carefully examined them?

Mr. BROADBENT. Yes, sir.

Mr. JONES. We will now hear from Mr. Moran F. McConihe, Commissioner of Public Buildings, General Services Administration.

STATEMENT OF MORAN F. McCONIHE, COMMISSIONER, PUBLIC BUILDINGS SERVICE, GENERAL SERVICES ADMINISTRATION

Mr. MCCONIHE. Mr. Chairman, and gentlemen of the committee, we concur in the recommendations of the Bureau of the Budget for this bill.

We feel that the subject matter of the bill is of such importance dealing with the remodeling of the White House, that this Commission can make a great contribution to the solution of the problem. It presents quite a few different types of solutions which might involve construction on the White House grounds, and it might involve the Office of the President himself, and we feel that the public interest in this matter would be best served by having these solutions determined by such a Commission as recommended in this bill.

Mr. JONES. Thank you very much, Mr. McConihe.

Are there any questions on my right?

Are there any questions on my left?

Thank you, Mr. McConihe.

The committee will be in executive session for the consideration of this bill and other bills, along with the approval of lease-purchase projects now pending before the committee.

I would appreciate it if the representatives of the GSA would remain.

(Whereupon, the committee proceeded into executive session.)

BOTANIC GARDEN NURSERY

FRIDAY, JULY 20, 1956

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON PUBLIC BUILDINGS AND
GROUNDS OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D. C.

The subcommittee met at 10 a. m., Hon. Robert E. Jones (chairman) presiding.

Mr. JONES. The subcommittee has under consideration this morning H. R. 11307, by Mr. Burleson, authorizing the demolition and removal of greenhouses and other structures from square 576 west and the construction of greenhouses and other structures, in replacement thereof, at the Botanic Garden Nursery, and for other purposes.

Mr. Stewart, Architect of the Capitol, is present to discuss this.

(H. R. 11307 and S. 3881 follow:)

[H. R. 11307, 84th Cong., 2d sess.]

A BILL Authorizing the demolition and removal of greenhouses and other structures from square 576 west and the construction of greenhouses and other structures, in replacement thereof, at the Botanic Garden Nursery, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Architect of the Capitol, under the direction of the Joint Committee on the Library, is hereby authorized and directed to demolish and remove all existing greenhouses and other structures from square 576 west in the city of Washington, District of Columbia, bounded by Maryland Avenue, Second Street, Independence Avenue, and Third Street Southwest, and to develop such square as a park area.

SEC. 2. The Architect of the Capitol, under the direction of the Joint Committee on the Library and in accordance with plans to be prepared by the Architect of the Capitol and to be approved by the Joint Committee on the Library, is hereby authorized and directed to construct eight new greenhouses, a boilerhouse, and other necessary structures and facilities at the United States Botanic Garden Nursery, on land heretofore acquired by the United States Botanic Garden under authority of the Act of June 26, 1926 (44 Stat 774), in replacement of the greenhouses and other structures authorized to be demolished under section 1 hereof.

SEC. 3. The Architect of the Capitol, under the direction of the Joint Committee on the Library, is hereby authorized and directed to enter into contracts and to make such expenditures, including expenditures for personal and other services, as may be necessary for carrying out the provisions of this Act and there is hereby authorized to be appropriated for such purpose the sum of $587,000.

[S. 3881, 84th Cong., 2d sess.]

AN ACT Authorizing the demolition and removal of certain greenhouses and other structures on square 576 west in Washington, District of Columbia, and the construction of other facilities in place thereof, at the Botanic Garden Nursery, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Architect of the Capitol, under the

direction of the Joint Committee on the Library, is hereby authorized and directed to demolish and remove all existing greenhouses and other structures from square 576 west in the city of Washington, District of Columbia, bounded by Maryland Avenue, Second Street, Independence Avenue, and Third Street SW., and to develop such square as a park area.

SEC. 2. The Architect of the Capitol, under the direction of the Joint Committee on the Library and in accordance with plans to be prepared by the Architect of the Capitol and to be approved by the Joint Committee on the Library, is hereby authorized and directed to construct eight new greenhouses, a boilerhouse, and other necessary structures and facilities at the United States Botanic Garden Nursery on land heretofore acquired by the United States Botanic Garden under authority of the Act of June 28, 1926 (44 Stat. 774), in place of the greenhouses and other structures authorized to be demolished under section 1 hereof.

SEC. 3. The Architect of the Capitol, under the direction of the Joint Committee on the Library, is hereby authorized and directed to enter into contracts and to make such expenditures, including expenditures for personal and other services, as may be necessary for carrying out the provisions of this Act and there is hereby authorized to be appropriated for such purpose the sum of $587,000.

Passed the Senate July 2, 1956.

Attest:

FELTON M. JOHNSTON, *Secretary.*

STATEMENT OF J. GEORGE STEWART, ARCHITECT OF THE CAPITOL, ACCOMPANIED BY CHARLES A. HENLOCK, ADMINISTRATIVE OFFICER; AND ERNEST P. ROSENGARTH, LANDSCAPE ARCHITECT AND HORTICULTURIST

Mr. STEWART. Mr. Chairman and gentlemen of the committee, I appear here as the Architect of the Capitol and also as Acting Director of the Botanic Garden and at the request and under the direction of the Joint Committee on the Library. This committee has been in existence, I understand, since about 1820 and was first set up to supervise works of art in the Capitol. Since then, it has taken on some added duties such as the Botanic Garden transfer over to them and the Library of Congress. It consists of five members of the House Administration Committee and five Members of the Senate.

Mr. MCGREGOR. What jurisdiction does the Joint Committee on the Library have over the Botanic Garden? I thought that came under Public Buildings and Grounds.

Mr. STEWART. That was assigned by Congress itself. I think one of the reasons was because they have the administrative jurisdiction of all appropriations and all expenditures down there.

On July 3, I wrote this letter to the chairman of your committee:

Reference is made to H. R. 11307, 84th Congress, introduced in the House May 17, 1956, and companion bill, S. 3881, 84th Congress, introduced in the Senate May 18, 1956, and passed by the Senate July 2, 1956, authorizing the demolition and removal of greenhouses and other structures from square 576 west and the construction of greenhouses and other structures in replacement thereof at the Botanic Garden Nursery.

As Architect of the Capitol and as Acting Director of the United States Botanic Garden, I wish to endorse this proposed legislation and to urge its enactment. This proposed legislation has the unanimous recommendation of the Joint Committee on the Library under which the Botanic Garden has functioned since 1856.

Square 576 west, in which are located the greenhouses and other structures to be demolished, is bounded by Maryland Avenue SW., on the north, First Street SW., on the east, Independence Avenue SW., on the south, and Third Street, SW., on the west. Most of the greenhouses to be demolished are more than 75 years old and in a badly deteriorated condition. Under the provisions of the proposed legislation, square 576 west would be cleared of all structures and developed as a park area.

Under the provisions of the proposed legislation, these structures would be replaced by new greenhouses and a service building to be located on available land now owned by the Botanic Garden at Poplar Point Nursery, Anacostia, D. C. This land was acquired by the Botanic Garden in 1926 under authority of Public Law 435, 69th Congress.

I am enclosing herewith copy of a report made by me to the Joint Committee on the Library, February 16, 1956, which contains further detailed information with respect to this proposed legislation.

While I read my statement, I would like to send to the Chair these copies of pictures taken of the deterioration that exists now, so that you can have the picture in your mind.

Mr. JONES. Is the property you are talking about right down here at the foot of the hill?

Mr. STEWART. Yes, sir, on the west of the present conservatory. This piece of property does not involve the conservatory building; this lies to the west of the conservatory.

Mr. JONES. To the west of the big glass house?

Mr. STEWART. That is right.

Mr. SMITH. The glass house would not be involved?

Mr. STEWART. No, sir; it is just the greenhouse.

Mr. MCGREGOR. This is where you now have the display flowers and so many people visit?

Mr. STEWART. Yes, sir.

Mr. MCGREGOR. How much money is it going to cost, Mr. Stewart?

Mr. STEWART. I have an estimate here of $587,000, with the breakdown.

Mr. MCGREGOR. That covers the tearing down and rebuilding?

Mr. STEWART. Yes, sir, putting the new ones up and relandscaping the area. I would like to file this report with the breakdown.

(The matter above referred to is as follows:)

DEMOLITION AND REMOVAL OF GREENHOUSES AND OTHER STRUCTURES FROM SQUARE 576 WEST, LOCATED ADJACENT TO THE SITE OF THE MAIN CONSERVATORY, AND CONSTRUCTION OF NEW GREENHOUSES AND SERVICE BUILDING AT POPLAR POINT NURSERY IN REPLACEMENT OF SUCH STRUCTURES

HISTORY, PROPERTY HOLDINGS, JURISDICTION

The United States Botanic Garden was originally founded in 1820 under the auspices of an organization known as the Columbia Institute for the Promotion of Arts and Sciences, and continued under that institute until 1837, when the institute ceased to exist as an active organization. The Botanic Garden remained abandoned until 1842, when it was again revived by the Government's erection of a greenhouse on a lot behind the Patent Office Building, under the direction of the Joint Committee on the Library. The Botanic Garden continued to operate at that site until 1850, when it was relocated to the site, now known as Union Square, bounded by Pennsylvania Avenue, First Street, Maryland Avenue, and Third Street. This square continued to serve as the main Botanic Garden site until 1933, when the Garden was relocated to its present site—squares 576 east and 578, bounded by Maryland Avenue, First Street, Canal Street, and Second Street.

In addition, the property of the Botanic Garden includes square 576 west, bounded by Maryland Avenue, Second Street, Independence Avenue, and Third Street, occupied by the Botanic Garden since 1873; 8 small reservations, consisting of narrow strips of land along Canal Street and South Capitol Street; and 22½ acres of land at Poplar Point Nursery in Anacostia, D. C., of which approximately 12½ acres are now used by the Botanic Garden, and approximately 10 acres by the Navy Department under a national emergency agreement approved by the Joint Committee on the Library in 1942.

The Botanic Garden has functioned as a Government-owned institution since 1842, and has been operated and maintained under the Joint Committee on the Library, continuously, since 1856. Since July 3, 1934, the Architect of the Capitol has served as Acting Director of the Garden, under the Joint Committee on the Library.

STRUCTURES RECOMMENDED TO BE REMOVED

Square 576 west, bounded by Maryland Avenue, Second Street, Independence Avenue, and Third Street, occupied by the Botanic Garden since 1873, contains 9 greenhouses of various types and sizes, used to house the orchid collection, miscellaneous plants, and palms, potted plants for Members' offices, and for the propagation of bedding stock for the outdoor garden site and grounds. This square also contains other miscellaneous structures used as a soil shed, storeroom, garage, workshop, carpenter shop, fertilizer shed, and glazier's shop. The records of this office indicate that the major portion of these structures, particularly most of the greenhouses, are more than 75 years old. Although they have been altered, remodeled, and repaired throughout the years, they are now in a deplorable condition and have reached the point of deterioration where they are beyond the repair stage.

In the stuccoed building on the southwest corner of the square, the wooden girders carrying the floor joists are starting to split at one point of support. The frame building on Third Street is rotting at the street floor line. Its roof is decayed and has settled about 16 inches in one place and is now supported on temporary wooden posts. Another roof on this street has settled about 6 inches in the center of the span and is also supported on wooden props. The one-story brick buildings along the Maryland Avenue side are very much out of line, both vertically and horizontally. Some of the walls overhang 3 inches, while in other places they batter about 2 inches. In many places, there is no mortar in the joints and the bricks can be taken out of the wall by hand. All of the cornices and eave boards on these buildings on Maryland Avenue are decayed and the roofs are held in place by either wooden posts or lally columns. These are cited as illustrations of existing conditions. The structures, as a whole, are a fire trap and constitute a grave hazard, not only to the men working in them, but also to the thousands of tourists who are constantly visiting them.

These structures should all be removed.

LEGISLATION RECOMMENDED

It is recommended that bills be introduced by members of the Joint Committee on the Library, authorizing the Architect of the Capitol, under the direction of the joint committee, to remove all of the existing structures from square 576 west; and, in replacement of the structures to be demolished, to construct 8 new greenhouses and a service building at Poplar Point Nursery, at an estimated cost of $587,000.

The estimate of $587,000 is based on construction of 8 greenhouses, each 32 feet wide by 121 feet long, with a one-fourth-pitch glass roof; each greenhouse to contain 15 trusses, built on concrete piers 16 by 16 by 36 inches high, with a concrete wall 26 inches high between the trusses, and all other construction above this point to be of metal and glass. The estimate also provides for construction of a service building, 16 feet wide and 250 feet long, having brick walls and a fireproof roof, and containing workrooms, soil rooms, storage spaces, men's locker room, a boiler room, and a garage. The estimate further provides for the demolition and removal of all structures from square 576 west, and grading, clearing, and other incidental expenses.

The new greenhouses and service building should be completed and in operation and production before the old structures in square 576 west are demolished.

Breakdown of estimate of cost

Estimated construction cost of each greenhouse:		
Foundation and concrete work	$5,940	
Superstructure	16,200	
Ventilation	1,200	
Benches	7,128	
Heating	3,348	
Plumbing	864	
Electrical	1,620	
Total estimated cost each greenhouse	36,300	
Eight greenhouses at $36,300 each		$290,400
Estimated construction cost of service building and boiler room:		
Structural work	$162,000	
Heating	48,600	
Electrical	27,000	
Plumbing	21,600	
Total estimated cost; service building and boiler room		259,200
Demolition and removal of structures from square 576 west, grading and clearing site		10,000
Miscellaneous and contingencies		27,400
Grand total estimate of cost		587,000

Mr. STEWART. I would like also to show you something else that perhaps might be better done in an informal way, because this is a graphic sketch of the whole area [exhibiting] and will show the impact of the proposed southwest expressway. All of the southwest improvement will affect this property in some way.

Mr. MCGREGOR. I am sorry; I did not understand that.

Mr. STEWART. I have a graphic sketch of that improvement that we could discuss informally, showing what is proposed in the way of landscaping treatment down in that area.

Mr. MCGREGOR. Has this project been O. K.'d by the Bureau of the Budget?

Mr. HENLOCK. This, of course, is an authorization act. We would not send it to the Budget until you had passed the authorization act, and then we submit a request for appropriation.

Mr. MCGREGOR. Even an authorization has the approval of the budget.

Mr. HENLOCK. Ordinarily not as affecting items which Congress itself is going to handle.

Mr. SMITH. This is purely a congressional matter.

Mr. HENLOCK. Yes.

Mr. JONES. The new highway will not interfere with any of your plans?

Mr. STEWART. No, sir, but this sketch was submitted to me for my approval. Some things are all right; other things are not all right. It will give you a complete picture as to how some of those improvements of the District and ours will member together. It won't interfere with this at all.

Mr. JONES. Is there anything else?

Mr. STEWART. I would like to clear up one thing that Congressman McGregor asked about.

Although the Botanic Garden began functioning as a Government-owned institution in 1842, the records indicate that it was not until 1856 that the maintenance and operation of the garden was placed under the direction of the Joint Committee on the Library, and a regular annual appropriation was provided by Congress (11 Stat. 104).

The legislation governing the employment of personnel at the garden is set forth in the Code of Laws of the United States, title 40, section 216, as follows:

> There shall be a superintendent (Director) and assistants in the Botanical Garden and greenhouses who shall be under the direction of the Joint Committee on the Library (17 Stat. 491).

The title "superintendent" was changed to "Director" in the Legislative, Executive, and Judicial Appropriation Act for the fiscal year 1921.

The Architect of the Capitol was first appointed as Acting Director of the United States Botanic Garden on July 3, 1934, when Senator Alben W. Barkley, chairman of the Joint Committee on the Library, appointed Mr. David Lynn, Architect of the Capitol, as Acting Director of the United States Botanic Garden. This appointment continued in effect until Mr. Lynn's retirement on September 30, 1954.

Mr. Lynn was succeeded as Architect of the Capitol by Mr. J. George Stewart, effective October 1, 1954. Mr. Stewart was appointed as Acting Director of the United States Botanic Garden on September 25, 1954 (effective October 1, 1954), by Senator Frank A. Barrett, chairman of the Joint Committee on the Library.

In each appointment the Architect of the Capitol was authorized to continue as Acting Director of the Botanic Garden "until further action is taken by the Joint Committee on the Library."

I am reading now from Public Law 624 of the 84th Congress, making appropriations for the legislative branch, and this has to do with the Botanic Garden:

> For all necessary expenses incident to maintaining, operating, repairing, and improving the Botanic Garden and the nurseries, buildings, grounds, collections, and equipment pertaining thereto, * * * all under the direction of the Joint Committee on the Library.

That ties the Joint Committee on the Library in with the Architect of the Capitol.

Mr. JONES. Is there anything further, Mr. Stewart?

Mr. STEWART. I have one picture here of a comparable layout of these greenhouses if and when they should be authorized and built, along the lines of an assembly setup. It is very nearly what we planned over at the Poplar Point Nursery in Anacostia. It is not a picture taken of Poplar Point Nursery, but is quite comparable to what will be over there.

Mr. JONES. That is where you intend to move the greenhouses?

Mr. STEWART. Yes.

I might say, in doing a little research work on some objections that have been raised to this in the past, I found there was some objection in the Appropriations Committee hearings to the fact we were moving the nursery so far away from the conservatory that people could not visit it. Incidentally, we have in the neighborhood of 300,000 visitors a year down there, and it was thought there might be a lot of them

disappointed because they could not see especially the orchids, which are parasites, grow in the native way, and would only see the blooms.

So early last spring, in February, when we had our orchid show, spot checks were made of a few galleries as to who would be interested in seeing all of the stock and everything that went with it and see how the bloom grows, and we found out they were divided into three different parts. The first person to come there was only interested in the bloom, its color and shape; the second person was interested in the bloom, but had just a mild interest in the way it was grown. The third was a grower himself, and he came there to get an education and to see how it grows and get ideas that he could use. The interest to him was not in the bloom; he was more interested in the habitat of the parasite and how it was grown. But that was a very small portion. And the way this is being done, we plan now to arrange a place in the present conservatory where we have an area not only for the display of orchids, but also an area showing the growing, so that anybody can see it. And for the grower himself, it is only 12 minutes over here to the Poplar Point nursery, so that he can go over there and examine it to his heart's content.

Mr. BUSH. Are there any other objections?

Mr. STEWART. That was the only one. From those pictures, I think you can agree that something has to be done.

Mr. BUSH. It would seem to me to be a very economical and very feasible thing to do.

Mr. FALLON. How many different species of orchids are there?

Mr. ROSENGARTH. They have about three or four hundred.

Mr. STEWART. Incidentally, we have the very famous Widener collection of orchids given to us some years ago, and there is great difficulty to put an intrinsic value on something of that type. An easier way, if you want to do it, is to get sufficient stock to replace that and meet these objections, which would cost money. That is at the mercy now of inadequate heating of the old building, and so forth. You see, if it goes out, it goes out in the wintertime.

Mr. FALLON. I noticed down in Venezuela that the orchids are grown on trees.

Mr. STEWART. Yes, sir; they grow wild in the Tropics. They are parasites.

Mr. FALLON. There was a man collecting the species that grow in the jungles down there, and he had several hundred different species.

Mr. STEWART. Yes.

Mr. JONES. Are there any further questions of Mr. Stewart? If not, Mr. Henlock, is there anything you would like to add to Mr. Stewart's statement?

Mr. HENLOCK. No, sir.

Mr. JONES. How about you, Mr. Rosengarth?

Mr. ROSENGARTH. No, sir.

Mr. JONES. Thank you very much, Mr. Stewart. The subcommittee will now go into executive session.

(The subcommittee thereupon went into executive session.)

×