

House - Public Works

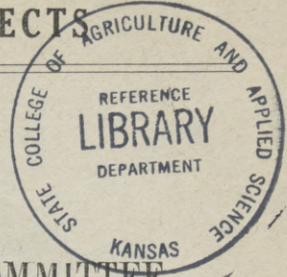
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MISCELLANEOUS PROJECTS

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[No. 85-15]



GOVERNMENT
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HEARING
BEFORE THE
RIVERS AND HARBORS SUBCOMMITTEE
OF THE
COMMITTEE ON PUBLIC WORKS
HOUSE OF REPRESENTATIVES
EIGHTY-FIFTH CONGRESS
SECOND SESSION
ON

H. R. 8160

AUTHORIZING A SURVEY OF THE TENSAW RIVER, ALA., IN THE INTEREST OF NAVIGATION AND ALLIED PURPOSES

H. J. Res. 432, H. J. Res. 519, H. J. Res. 568, and S. 2676

TO AUTHORIZE THE SECRETARY OF THE ARMY TO MAKE A SURVEY OF A WATER ROUTE FROM ALBANY, N. Y., INTO LAKE CHAMPLAIN, N. Y. AND VT., WITH ULTIMATE CONNECTION WITH THE ST. LAWRENCE RIVER

H. R. 9173

TO PROVIDE FOR THE CONVEYANCE OF A PUMPING STATION AND RELATED FACILITIES OF THE INTRACOASTAL WATERWAY SYSTEM AT ALGIERS, LA., TO THE JEFFERSON-PLAQUEMINES DRAINAGE DISTRICT, LOUISIANA

H. R. 9230

TO PROVIDE FOR THE CONVEYANCE OF A PUMPING STATION AND RELATED FACILITIES OF THE INTRACOASTAL WATERWAY SYSTEM AT ALGIERS, LA., TO THE JEFFERSON-PLAQUEMINES DRAINAGE DISTRICT, LOUISIANA

H. R. 9529

TO PROVIDE FOR A SURVEY OF THE COOSAWHATCHIE AND BROAD RIVERS IN SOUTH CAROLINA, UPSTREAM TO THE VICINITY OF DAWSON LANDING

H. R. 10207

AUTHORIZING THE MODIFICATION OF THE CRISFIELD HARBOR, MD., PROJECT IN THE INTEREST OF NAVIGATION

H. R. 11305

TO AUTHORIZE THE APPROPRIATION OF FUNDS TO FINANCE THE 1961 MEETING OF THE PERMANENT INTERNATIONAL ASSOCIATION OF NAVIGATION CONGRESSES

APRIL 17, 1958

Printed for the use of the Committee on Public Works

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FLOOD CONTROL, RIVERS AND HARBORS MISCELLANEOUS PROJECTS

THURSDAY, APRIL 17, 1958

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

The subcommittee met, pursuant to call, at 10:20 a. m., April 17, 1958, in room 1302, New House Office Building, Hon. John A. Blatnik (chairman of the subcommittee) presiding.

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

We meet this morning for hearings on several House resolutions that are still pending before the committee and on which the authors have asked to be heard in public hearings. The first one is H. R. 8160.

If we may lay that aside tentatively, we will proceed to House Joint Resolution 432, by Mr. Prouty, which is similar to House Joint Resolution 519 by Mr. Dorn of New York and House Joint Resolution 568 by Mr. Taylor, and is also similar to S. 2676 by Senator Aiken, which was already passed by the Senate.

(H. J. Res. 432 follows:)

[H. J. Res. 432, 85th Cong., 1st sess.]

JOINT RESOLUTION To authorize the Secretary of the Army to make a survey of a water route from Albany, New York, into Lake Champlain, New York and Vermont with ultimate connection with the Saint Lawrence River

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Army is hereby authorized and directed to cause a survey to be made under the direction of the Chief of Engineers, United States Army, of a water route from Albany, New York, into Lake Champlain, New York and Vermont, including the advisability of modifying existing Federal and State improvement, with due consideration of ultimate connection with the Saint Lawrence River in Canada.

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

ALBANY, N. Y.-LAKE CHAMPLAIN WATER ROUTE

Mr. BLATNIK. We have Congressman Prouty with us this morning.

Mr. Prouty, would you please take the chair? We understand you are to leave this morning.

STATEMENT OF WINSTON L. PROUTY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VERMONT

Mr. PROUTY. Mr. Chairman, I appreciate this opportunity to appear in support of House Joint Resolution 432, which I introduced on August 1 of last year.

First I should like to point out that House Joint Resolution 432 is identical in text with the bill S. 2676 which passed the Senate late in the last session and is now before this subcommittee.

This bill, incidentally, was introduced by Senator Aiken.

And so, Mr. Chairman, if, after completing its deliberations, the committee should look with favor upon the proposal contained in House Joint Resolution 432 and S. 2676 may I urge that it report the Senate bill in the interest of expediting the legislation.

For many years men of vision have contemplated a major inland waterway which would link the St. Lawrence River with major ports along the eastern seaboard from Boston to Norfolk.

This proposal is familiarly known as the Champlain Cutoff or the Champlain Waterway because it would utilize the waters of Lake Champlain to shorten the distance between Montreal and eastern seaboard ports from Boston to Norfolk by some 1,200 to 1,500 miles.

The purpose of House Joint Resolution 432 is to authorize the Secretary of the Army to make a survey of the water route from Albany, N. Y., into Lake Champlain, and with a view toward ultimate connection with the St. Lawrence.

More precisely, however, its principal objective is to bring up to date and evaluate in the light of current realities the data contained in a report on the proposed Champlain Cutoff submitted by the International Joint Commission on January 4, 1938.

In 1937, under the direction of the Commission, numerous hearings were held and detailed studies and surveys made in order to determine the economic and engineering practicability of such a waterway.

The United States Corps of Engineers and the Canadian Departments of Transportation and Public Works collaborated in this effort.

Engineering surveys were made of 4 possible overland routes in Canada and 1 all-water route through the Richelieu River, which enters the St. Lawrence at Sorel, Quebec.

No purpose would be served in discussing the details of the 1937 surveys and studies at this time. But I do wish to emphasize, Mr. Chairman, that these will serve as the basis for the proposed reevaluation of the project under the provisions of House Joint Resolution 432.

In its consideration of data obtained in 1937, the Commission concluded that while the Champlain Cutoff was entirely feasible from an engineering standpoint, it could not at the time the studies were made be justified on economic grounds.

However, it is interesting to note that the Commission definitely qualified its findings by stating in effect, and at considerable length, that if and when the St. Lawrence seaway became a reality the picture could well be entirely different and, with this possibility in mind, it recommended that its report be considered only interim in nature.

The seaway soon will be in operation and vast changes in the economic life of both Canada and the United States have taken place since 1937. In view of these circumstances it seems to me that an up-to-date evaluation of this proposed waterway is fully warranted. And that, Mr. Chairman, is all that House Joint Resolution 432 seeks to accomplish; simply a new study to evaluate the data in terms of present conditions.

As a result of developments which have occurred during the 20 years subsequent to the filing of the Commission's initial report, it is highly probable, I believe, that a new study would indicate that the

relationship between capital expenditures and carrying charges on the one hand and potential savings in transportation costs on the other would be much more favorable than was the case in 1938.

It should be relatively easy to determine whether this is true or not because such a study would, for the most part, merely involve an evaluation of the facts and figures in the 1938 report in terms of current needs and conditions.

In my judgment, further study of the Champlain Cutoff proposal will indicate that the project is now economically justifiable and that it will contribute much to the economic growth of the Eastern United States and Canada, as well as to that of the States and Provinces in the great Midwest heartland.

As I pointed out previously, its construction would reduce the distance from ports on the Great Lakes to those on the eastern seaboard by more than 1,200 miles. Moreover, it would obviate the necessity of sailing through the open Atlantic to or from the Gulf of St. Lawrence, and certainly during wartime such shipping would be so highly vulnerable to enemy submarines that Labrador iron ore together with stocks from the Mesabi region in Minnesota might well be completely shut off from eastern steel plants.

So in addition to the distance and economic growth factors we find that national security is a major consideration in House Joint Resolution 432—perhaps the most important of all in times as perilous as those in which we now live.

Perhaps before concluding I should explain that the Bureau of the Budget has indicated that it has no objection to the enactment of S. 2676, and that this or similar proposals have been endorsed through the adoption of joint resolutions in the New York and Vermont State Legislatures.

In addition, I should like to include for the record a letter which I have received from the Honorable Joseph B. Johnson, Governor of Vermont. In this letter Governor Johnson warmly supports the proposal embodied in S. 2676 and House Joint Resolution 432 and indicates his belief that the Champlain Cutoff would be highly advantageous to the State which I have the honor to represent in Washington.

This completes my statement, Mr. Chairman, and again may I say that I am grateful for the opportunity to appear before the subcommittee.

Mr. BLATNIK. Thank you, Mr. Prouty.

Are there any questions?

(No response.)

Mr. BLATNIK. If not, thank you, and Governor Johnson's letter will be made a part of the record at this point.

(The letter referred to is as follows:)

STATE OF VERMONT,
EXECUTIVE DEPARTMENT,
Montpelier, April 9, 1958.

HON. WINSTON L. PROUTY,
House of Representatives,
House Office Building, Washington, D. C.

DEAR MR. PROUTY: The State of Vermont has long been interested in the improvement of the waterway from the St. Lawrence River into Lake Champlain and then into the Hudson River in order to provide more accessible water transportation from the Great Lakes region to New York City.

It is our belief that this waterway, which we refer to as the Lake Champlain Cutoff, would provide the impetus for tremendous economic development and that it would be beneficial to a great many people.

On February 20, 1957, I approved a joint resolution adopted by the 1957 Vermont Legislature in which our general assembly gave full support to the construction of this waterway.

As Governor of Vermont I have discussed this proposition with many Canadians, and I find they are most anxious to cooperate to the fullest extent in the development of the waterway.

I am sure that congressional authorization of the physical and economic factors involved in the construction of the Champlain Cutoff would be most advantageous at this time, not only in the light of the importance of this project alone, but also in the light of present economic conditions.

As the elected representative of the people of Vermont, I wish to give my most enthusiastic endorsement of your bill now before Congress.

Sincerely yours,

J. B. JOHNSON, *Governor.*

Mr. BLATNIK. We have our colleague and friend, Mr. Dorn, also a sponsor of this or similar legislation.

Mr. Dorn, will you please take the witness chair?

STATEMENT OF FRANCIS E. DORN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. DORN. Mr. Chairman, I want to thank the members of the committee for affording me this opportunity to appear before you to express my complete agreement with what Representative Prouty just said.

I introduced House Joint Resolution 519 as a companion measure to Representative Prouty's resolution and Senator Aiken's resolution, because I felt it was essential to show that New York State was behind this resolution. On that score I am empowered to say that all of the Congressmen from the State of New York are in favor of this resolution and join in very emphatically with respect to what Representative Prouty brought out with reference to this bill.

I do not want to go into the merits of this legislation now because all of the next witnesses will bring out the various important points, showing how it will benefit world shipping, and how it will benefit United States and Canadian security, and how it will benefit all of the eastern seaboard States, as well as New York, and how it will benefit all of the States bordering the Great Lakes.

There is no opposition from anyone in the State of New York to this legislation as far as I have been able to ascertain. Everyone feels it will be so beneficial if the investigation finally resolved shows that it is an economically feasible thing to join the Hudson River with the St. Lawrence seaway that they have unanimously gone on record approving it.

I have here a statement which I would like to have made a part of the record, which was published in the Marine Engineering Log and authored by Lt. Col. W. L. Rich, which I would ask to be made a part of the record.

Mr. BLATNIK. Would you identify Lieutenant Colonel Rich? What is his capacity?

Mr. DORN. Lieutenant Colonel Rich is an Ordnance United States Army, retired officer; he is a consulting engineer and investment counselor who received his preliminary engineering training at the

Sheffield Scientific School, Yale University, and was recently associated with Gibbs & Hill, Inc., New York City.

Mr. BLATNIK. Without objection, it may be entered in the record at this point.

(The statement referred to is as follows:)

[Reprinted from Marine Engineering/Log, March 1958]

AFTER THE ST. LAWRENCE SEAWAY . . . NEW YORK-MONTREAL SEAWAY IS A MUST

CONNECTING NEW YORK HARBOR WITH THE ST. LAWRENCE RIVER IS NATURAL SECOND STEP IN CHEAP WATER TRANSPORTATION

(By Lt. Col. W. L. Rich)

[The Author—Observations made by William Lathrop Rich, lieutenant colonel, Ordnance, United States Army (retired), consulting engineer and investment counselor who received his preliminary engineering training at the Sheffield Scientific School, Yale University and was recently associated with Gibbs & Hill, Inc., New York City]

Upon completion of the St. Lawrence seaway, New York will be at the crossroads. Will New York and the New England States take steps to protect their future? Are they going to sit idly by and let their economic future be slowly drained away? Something drastic has to be done.

The obvious is to divert the flow of water traffic that will be developed by the new St. Lawrence seaway through New York.

What is to be gained by such a seaway?

It would cut the water distance from Montreal to New York by 1,350 miles.

This easily can be translated into savings on all shipments moving out of the Great Lakes to world ports. For the Great Lakes to South America, Trade Route 33, it would mean more sailings per season or fewer ships for a set number of sailings.

But this is only one of a number of such advantages. It would provide an inland water route for iron ore from Canada. A saving in haulage to the Delaware River mills and in delivery costs of their products into the Central States. Or a safe route on which to transport vital materials.

Such a seaway would open the western parts of the New England States and eastern New York State to industrialization. Each plant along this seaway could load directly aboard ship for export. It would reduce cost of delivery of newsprint and other Canadian materials. It would assure an unlimited supply of fresh water for all cities adjacent to the Hudson River. It would strongly help to maintain the port of New York as the leading world port and make rehabilitation of it reasonable.

Is such a seaway feasible?

The proposed route would utilize the Hudson River, the Champlain Canal, Lake Champlain and the Richelieu River in Canada. It would enter the St. Lawrence River at Sorel, about 46 miles northeast of Montreal.

Commercial traffic presently moves along this waterway between Canada and the port of New York. However, the 6½-foot depth of the Chamby Canal locks force a sharp restriction in size. Of the total 450 miles, more than half already has depths in excess of 27 feet, large portions have depths ranging from 12 to 27 feet.

Some 35 years ago the State of New York deepened the upper Hudson River and Canal in to the southern end of Lake Champlain to 12 feet. The Federal Government deepened the 13½-mile stretch in the narrows of Lake Champlain to a similar depth. The Canadian Government began an improvement program in the Canadian section in 1933. It was interrupted in its early stages by World War II.

These early plans called for a 12-foot depth of waterway. This would limit the usage of the waterway to barge and canal traffic.

Previous research studies have indicated that there are no great engineering problems involved.

The actual depth of navigable water at Montreal is 40 feet and greater in New York. Therefore, it could be argued logically that this connecting link should have a depth of 40 feet. The St. Lawrence seaway has a controlling

depth of 27 feet. Dredging could be done on the 27-foot depth but all locks or deep cuts should be made for 40 feet, thus allowing for future expansion.

What is being done?

Last year Senator George D. Aiken of Vermont introduced a resolution in Congress calling for a survey of this route. The Senate passed this resolution.

Congressman Winston S. Prouty of Vermont introduced a similar measure in the House of Representatives. No action as yet, has been taken by the House. The Port of New York Authority, the New York-Vermont Interstate Commission, and other organizations are urging the House Public Works Committee to speed up action on the measure.

The authorization of a comprehensive study of this water route is a sound and reasonable approach to this long-discussed and partially completed project. It would reveal the full scope and the economic potential of an improved water connection between two of the most important ports in the North American Continent.

Mr. DORN. That concludes my statement, Mr. Chairman, and I do hope that if this committee sees fit to do so, rather than take Representative Prouty's or my bill, since the bill of the Senator from Vermont passed the Senate, that his bill be substituted for ours and that it be considered by this committee.

Mr. BLATNIK. We will certainly consider the most feasible way when we bring up the bill for consideration in executive session.

Mr. FALLON.

Mr. FALLON. Mr. Dorn, your bill provides that this be a toll-free waterway; is that not correct?

Mr. DORN. It does not say that at all. All it does is request that the survey be made under the direction of the Chief of Engineers, United States Army. Nothing is implied here that the waterway is going to be toll-free that I know of.

Mr. FALLON. There is no estimate made on the cost of completion.

Mr. DORN. Well, in 1937 there was an extensive survey made by the International Joint Commission on the Champlain Waterway, but at that time it was not thought feasible because the St. Lawrence seaway had not yet been approved, and the extensive hearings brought out the fact that they thought another survey should be made when the St. Lawrence seaway was ready.

Mr. BLATNIK. Are there any further questions?

Mr. DOOLEY. Mr. Chairman.

Mr. BLATNIK. Mr. Dooley.

Mr. DOOLEY. I would like to compliment the witness on the quality and clarity of his statement and reiterate the statement he has made that virtually all of the New York Congressmen with whom I have talked are very enthusiastic about the proposed project, and I commend it very strongly.

Mr. BLATNIK. I thank the gentleman. We appreciate his yielding his time to give consideration to those who have come down from New York and other parts of the country to be here this morning.

Mr. DORN. Thank you very much.

Mr. BLATNIK. To get a more detailed picture of the project we will hear from the representative of the Corps of Engineers, Mr. Eugene W. Weber, special assistant, Civil Works Division of the Corps of Engineers. Mr. Weber is also a Commissioner on the International Joint Commission of the United States and Canada.

Mr. Commissioner, we welcome you back to the committee.

Will you give us the presentation or the briefing for the Corps of Engineers, Mr. Weber?

**STATEMENT OF EUGENE W. WEBER, SPECIAL ASSISTANT, CIVIL
WORKS DIVISION, CORPS OF ENGINEERS**

Mr. WEBER. Thank you, Mr. Chairman.

The bills before the committee concern the waterways in New York and Vermont from Albany to the international boundary, and they would authorize a survey of that section. These waterways consist of the Hudson River from Albany to Waterford, 11 miles, now improved as a Federal project to 14-foot depth.

The next section is 60 miles from Waterford to Whitehall, improved by the State of New York as a unit of the New York State Barge Canal system to a depth of 12 feet. It consists of approximately 11 locks with a total lift, up and down, of 168 feet.

From Whitehall 13 miles into Lake Champlain is a section known as the Narrows of Lake Champlain, which is improved as a Federal project to 14-foot depth.

The remainder of Lake Champlain to the boundary, 90 miles, is naturally deep water and requires no improvement. The maximum depth runs up to 400 feet in Lake Champlain. That completes the section covered by this legislation which would authorize a survey by the Department of the Army.

The pertinent waterway to the north is the section in Canada, the Richelieu River from Lake Champlain to the St. Lawrence River, which is improved by Canada over a length of 81 miles with various depths and with a controlling depth currently of 6½ feet.

In the United States below Albany to New York City the Hudson River is improved for deep-water navigation to 32 feet.

The only previous survey covering this particular section in detail is the survey made by the International Joint Commission in 1937, which examined the possibilities of waterways to depths of 12, 14, and 27 feet. The conclusions reached at that time were that none of those projects were justified economically on the basis of prospects at that time. Generally speaking, it was found that the 27-foot-depth project was the most feasible. Although a ratio of benefits to costs was not computed as such at that time the ratio would have been in our current terms about twenty-five one-hundredths of 1. The 12- and 14-foot depths were less justifiable, about one-tenth to 1.

However, the Commission observed at that time that the prospects for justification and the need for such a waterway were uncertain, primarily because of the uncertainty of the St. Lawrence situation, and that when and if the St. Lawrence Waterway project became a reality the picture might well be materially changed.

The committee has been furnished the official report of the Department of the Army on this proposed survey indicating that the Army would have no objection to the survey. No estimate of cost was furnished with the official report. Since that time, however, a preliminary estimate has been made and furnished to the committee, indicating that, on the basis of the preliminary information, if the study were carried out through the survey stage it would become a major survey and probably cost on the order of \$600,000.

I should also mention that this survey, if authorized, would place the United States in the position of participating in the necessary joint study that would be required with Canada to examine the full im-

pact of the St. Lawrence and the use of these waters for a major waterway. The procedure for accomplishing such a joint survey is, of course, open to us through article IX of the Boundary Waters Treaty of 1909, whereby either country can request the International Joint Commission to make a joint study.

The International Joint Commission would, of course, have to call upon agencies of each country to furnish the necessary technical data.

I believe that covers the essential features of the survey, Mr. Chairman, unless there are questions.

Mr. BLATNIK. Is there any estimate as to how long it will take to complete this survey, Mr. Weber?

Mr. WEBER. No, sir. No formal estimate or schedule has been made up for that purpose. A major survey of this type could best be done in not less than 2 to 3 years. It would take at least 2 to 3 years for perhaps the optimum schedule. It could be done economically in a period slightly longer if funds were to be scheduled at a lesser rate, and it would be desirable not to take more than 5 or 6 years for such a survey.

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

(No response.)

Mr. BLATNIK. On my left?

Mr. SCUDDER.

Mr. SCUDDER. What is the depth of the route from Lake Champlain to the connection at the St. Lawrence? What is the depth of the channel?

Mr. WEBER. In the Canadian section?

Mr. SCUDDER. Yes; in the Canadian section.

Mr. WEBER. It has various depths, sir, with a limiting depth now of 6½ feet. Most of it is officially a 7-foot project depth.

Mr. SCUDDER. Are you asking us to deepen the channel in Canada, or will the Canadians take care of that?

Mr. WEBER. No, sir. This legislation does not contemplate the United States survey of that section, nor the assumption of any obligation or costs in connection with improvements in Canada, but this survey would fit in with a joint study, if requested, in which Canada might participate in order to make a complete international waterway.

Mr. SCUDDER. Do you have any idea as to whether Canada would participate in this project?

Mr. WEBER. Yes, sir. We do know that Canada is interested in looking into the feasibility of the waterway now that the St. Lawrence project is nearing completion.

Mr. SCUDDER. To be interested is a long ways from making a study of a project, and we would put up some \$600,000 for a survey which might go for naught if Canada were not interested in dredging a given depth of, let us say, 27 feet, to put larger ships through the canal. You would be making the study and contemplating a project which would have little possibility of being developed.

I have another question I would like to ask. Would there be, or do you have at present, a precedent for the charging of tolls which would at least partially compensate the Federal Government for the amount of the cost of deepening a channel such as this?

Mr. WEBER. I am not sure I understood your question. Did you say did we have a precedent?

Mr. SCUDDER. Yes. Do you have a precedent? On your present canals that have been constructed, have there ever been tolls collected on them to reimburse the Federal Government for those canals?

Mr. WEBER. In these waters, no, sir. In these waters—

Mr. SCUDDER. In other words, there would be an outright grant of any money that the Federal Government put into the project?

Mr. WEBER. I can answer that better by saying that those improvements to date that I described, both Federal and non-Federal, are not toll waterways. They are toll free. This legislation, however, as I understand it, has made no expression with respect to tolls. It is merely authorizing and would merely authorize the Department of the Army to make a survey of the possibilities of the waterway without stating whether it should be considered as a toll-free or toll-charging waterway.

Mr. SCUDDER. Is there railroad transportation now along the route of this projected canal that would be affected if the canal were constructed?

Mr. WEBER. Yes, sir. There are railroads in this area. There is one that crosses right at Rouses Point into Canada.

Mr. SCUDDER. Thank you.

Mr. CRAMER. Mr. Chairman.

Mr. BLATNIK. Mr. Cramer.

Mr. CRAMER. I noticed the resolutions are limited to surveys from Albany to Lake Champlain. Your controlling depth of river at Albany you said was 16 feet; did you not?

Mr. WEBER. Fourteen feet. In the section from Albany to Waterford it is 14 feet in the Federal project, and from Waterford to Whitehall, the unit of the New York State Barge Canal system, is 12 feet.

Mr. CRAMER. What is the controlling depth from Albany to New York City?

Mr. WEBER. Thirty-two feet.

Mr. CRAMER. What is the controlling depth of the New York State Barge Canal?

Mr. WEBER. Generally 12 feet, I believe, although I am not up to date on that. I believe that that is the controlling depth in the system generally.

Mr. CRAMER. Then there is presently available a 12-foot controlling depth system from New York State to Lake Ontario. Is that correct?

Mr. WEBER. Yes, sir; something of that order.

Mr. CRAMER. And the question of savings involved is principally the saving of the new route with the lesser distance going from Albany to Oswego on the existing route, as compared to going from Albany through the Richelieu River on the new route?

Mr. WEBER. That would be part of the type of savings in commerce that should be studied. However, from the earlier studies I think it is apparent that this route would open up additional traffic which does not now travel by water. That is one of the factors that is unknown at this time due to the impending completion of the St. Lawrence, which has not heretofore been analyzed, as to what traffic is likely to be available for water-borne commerce in this vicinity because of the new conditions created by the existence of the St. Lawrence Waterway.

Mr. CRAMER. What depths would you contemplate would be studied? Would it be alternative depths similar to the previous study?

Mr. WEBER. Yes, sir. I would assume it would be necessary to consider alternative depths up to and including those matching the St. Lawrence seaway.

Mr. CRAMER. As far as the question of Canada cooperating in this, is it not time that this committee and Congress could go ahead and authorize this survey and then the determination as to whether the money would be appropriated would depend on whether Canada showed a willingness to cooperate or not?

Mr. WEBER. Yes, sir. That would be feasible.

Mr. FALLON. Could you point out on the map to me where the Labrador mines are?

Mr. WEBER. They are off the map. The St. Lawrence runs north-east past Montreal and Quebec to the sea. It is approximately 1,000 miles to the sea. Approximately half-way to the sea, or less, is where the Labrador ore comes down from the interior to a port on the estuary of the St. Lawrence. I have forgotten the exact distance but it is in the nature of two or three or four hundred miles from this point.

Mr. FALLON. Of course, the ore from the Mesabi Ranges would come through Lake Ontario?

Mr. WEBER. Yes, sir. Lake Ontario empties into the St. Lawrence through these works here.

Mr. FALLON. That is a much longer haul than bringing it through the barge canal.

Mr. WEBER. Through the existing barge canal?

Mr. FALLON. Yes.

Mr. WEBER. Yes, sir. It would be a longer haul out of Lake Ontario down the St. Lawrence and through a waterway in this vicinity than down through the barge canal.

Mr. FALLON. As a matter of fact, it would be a shorter route for all traffic to come through from Lake Ontario to the barge canal and go down that way.

Mr. WEBER. Yes, sir. In distance. However, I should point out this is a 12-foot-canal system and traffic on the lakes generally, particularly in ore and other bulk commodities is in larger vessels. That is the major purpose of a study in this vicinity, I believe.

Mr. DOOLEY. Will the gentleman yield?

Mr. FALLON. Has the feasibility of deepening and widening the New York State Barge Canal been considered?

Mr. WEBER. Yes, sir. It has been considered in times past. I do not know the date of the latest survey on that.

Mr. CRAMER. Will the gentleman yield?

Mr. FALLON. Yes.

Mr. CRAMER. On that point, would it not be wise if a survey were authorized to include a survey of the barge canal as an alternative route, so that you have a choice between the two in determining the feasibility, and so forth, and the value of it?

Mr. WEBER. It could be done. Yes, sir.

Mr. CRAMER. And it would make a lot of sense to do it that way?

Mr. WEBER. I would think certainly it should be, or that the general information on that comparison should be available in the survey. Yes, sir.

Mr. FALLON. Will the gentleman yield?

Is it true that for most of the traffic going to the West it would be a shorter route from Albany to Lake Ontario than to take it all the way up to Sorel and all the way back down to Lake Ontario?

The same with your freight coming from the West to the East. It would be a much shorter route, with the exception of your Labrador ore, which is way off to the east of Sorel?

MR. WEBER. Yes, sir. On the scale of this map it is well off here.

MR. FALLON. And that comes down, in most part, to the Atlantic Ocean and Boston and Philadelphia and Baltimore, and so forth.

MR. WEBER. I believe there will be information available to the committee from others appearing today on some of the relative distances which are involved in line with Congressman Fallon's questions. I did not prepare material on that, having merely prepared the essential orientation for the survey.

MR. BLATNIK. Are there any further questions?

MR. ROBISON. Mr. Weber, is not one of the reasons why this route is contemplated as being more feasible than a deepening and a widening of the barge canal the fact that in this suggested route you have so much natural deep water, as compared to the fact that almost all of the barge canal is artificially constructed? Isn't that correct?

MR. WEBER. Yes, sir. That is correct. As I summarized here, we have all natural waterway through here, except for this very short distance of the New York State Champlain Canal, which was a land cut. We have 90 miles here of naturally deep water in Lake Champlain, which requires no improvement, leaving only 81 miles in Canada and approximately 80 miles in the United States, as compared with almost the entire land cut area of the barge canal.

MR. FALLON. Will the gentleman yield?

MR. ROBISON. Yes.

MR. FALLON. I guess that is probably the reason why the cost would be prohibitive on the short route rather than the long route?

MR. WEBER. Yes, sir. Speaking just off the cuff and without the benefit of any exact figures, I am sure that these costs would be regarded as prohibitive due to the extensive improvements and the great number of bridges and the larger number of locks, and the generally greater amount of construction involved in a route of this type than in one with relatively less waterway to improve.

MR. DOOLEY. Will the gentleman yield?

Is it not a fact that going west you have about 300 miles traversing a 12-foot depth in the barge canal, as compared with the northern route there along Lake Champlain and the Hudson River where you have about 160 miles that you have to dredge deeper?

MR. WEBER. Yes, sir. I do not know the exact length of the New York State Barge Canal.

MR. DOOLEY. It would be pretty close to 300 miles.

MR. WEBER. But I believe it is longer than the amount necessary to improve in this route.

MR. DOOLEY. Thank you.

MR. ROBISON. The survey you would expect to make would be available at any future time, would it not, in the event that there was international cooperation on the part of Canada that was needed?

MR. WEBER. Yes, sir.

Mr. BLATNIK. If there are no further questions, thank you, Mr. Weber.

As our first visiting witness it is a pleasure to greet this morning and to hear testimony from our friend, Mrs. India Edwards, director of the Washington office of the New York State Department of Commerce.

We welcome you this morning. Will you please take the chair.

STATEMENT OF INDIA EDWARDS, DIRECTOR, WASHINGTON OFFICE, NEW YORK STATE DEPARTMENT OF COMMERCE

Mrs. EDWARDS. Thank you, Mr. Chairman.

Mr. BLATNIK. I understand you are to present statements in behalf of Governor Harriman of New York and Mayor Wagner of New York City.

Mrs. EDWARDS. And also Commissioner of Commerce Dickinson of New York State.

Mr. BLATNIK. And Commissioner Dickinson of the New York State Department of Commerce?

Mrs. EDWARDS. Yes, sir.

Thank you, Mr. Chairman. In view of the fact that both Mr. Prouty and Mr. Dorn are supporting Senator Aiken's bill, S. 2676, I feel sure that Governor Harriman and Mayor Wagner and Commissioner Dickinson would support that too, although their testimony was written in support of House Joint Resolutions 432 and 519.

Governor Harriman asked that I read his statement, which I will do now, and the others I will just present for the record, if I may.

Mr. BLATNIK. You may proceed as you desire.

Mrs. EDWARDS. Governor Harriman says [reading]:

I am happy to have the opportunity to urge, before this committee, the approval of House Joint Resolutions 432 and 519. New York State's location on both the Atlantic seaboard and the Great Lakes-St. Lawrence Waterway makes water transportation an important factor in our economy. Through the port of New York is channeled a major share of the Nation's exports and imports, so that the effective linking of that port with all parts of the country is a matter of national concern.

Ships and barges were the pioneer freight carriers of the Nation and for many years provided the only practical means of transporting large shipments over long distances. In spite of the growth of other forms of transportation, our waterways still play a major role in the movement of freight, particularly of heavy bulk commodities.

Water transportation played a particularly important part in the development of New York State. The building of the original Erie Canal opened up the West, made the Hudson and Mohawk Valleys a major artery of commerce, and contributed to the development of the port of New York. Today, the State's waterways still play a vital role in our economy. The largest cities in our State are all on navigable water, and these and many smaller communities have port facilities.

The New York State Barge Canal system benefits not only the New York communities which lie along it, but it also benefits indirectly producers in distant parts of the country, including oil producers in the Southwest and wheat farmers in the West.

The weak link in the New York State Barge Canal system is the Champlain division. The Champlain Canal connects the Hudson River with Lake Champlain, and through Lake Champlain and the Richelieu River, with the St. Lawrence River in Canada. This water route, therefore, connects the largest city in the United States and other cities on the Hudson River and Lake Champlain with the Canadian cities along the St. Lawrence. It should, therefore, be one of the important waterways on the continent.

This part of New York-St. Lawrence River Waterway has not, however, realized anything like its potential, primarily because of size limitations of locks and channel in certain sections. The Champlain Valley is relatively undeveloped in comparison with other parts of New York State. Its population density is low, and average incomes are well below the State average. An important reason for this situation is the failure to develop the important natural transportation artery which goes through the area.

Strengthening of the Champlain Valley link in the system of inland waterways will benefit not only the areas directly served by it, but, indirectly, communities served by the rest of the New York State Barge Canal system, the St. Lawrence River, and the Great Lakes.

With the completion of the St. Lawrence seaway, the need for improvement of the Champlain route will, I am sure, become even more apparent. I hope that this resolution will be adopted and the survey started as soon as possible.

Commissioner Dickinson's statement is longer and attached to it, as you will see, are some photographs. I do not think it is necessary to read that.

Mr. BLATNIK. Without objection, the statements of Mayor Wagner and Commissioner Dickinson will be included in the record at this point.

(The statements referred to are as follows:)

STATEMENT BY EDWARD T. DICKINSON, COMMISSIONER, NEW YORK STATE
DEPARTMENT OF COMMERCE

As commissioner of commerce of the State of New York, I am submitting this statement in support of House Joint Resolutions 432 and 519, authorizing the Army Corps of Engineers to make a survey of a navigable inland waterway from Albany to the St. Lawrence River. These resolutions are of vital concern to me as the New York State Department of Commerce is responsible by law for promoting the prosperous development of New York business, industry, and commerce within our State's borders and with other States and foreign countries.

The northern division of the New York State Barge Canal system, linking Albany with the Canadian border, is the section which would be most directly affected by the study which we are supporting. Today this link becomes increasingly important because of the rapid economic development now taking place in Canada, particularly in the Province of Quebec. Canada and the United States have always been good customers for each other's products and a considerable part of this interchange of goods takes place on the northern border of New York State. The value of foreign trade cleared through the St. Lawrence (Ogdensburg) customs district has increased from \$382 million in 1950 to \$763 million in 1957. Much of the bulk traffic between the Province of Quebec, Labrador, and southern New York, however, moves by the long water route through the Gulf of St. Lawrence to the port of New York.

Historically, water transportation has played an important part in the industrial and commercial development of New York State and it continues to be a prime factor in industrial location and expansion. In 1825, the Erie Canal linked the port cities of Buffalo and New York via the Hudson River, capitalizing on New York State's great geographical advantage in possessing the only low-level water route from the Eastern Seaboard through mountain barriers to the Midwest. Along the Erie Canal and the Hudson, important communities grew up and manufacturing operations flourished, giving the State leadership in population, manufacturing, trade, and services. In the current decade, 87 percent of the State's population lives in the 28 counties which are wholly or principally within the orbit of canal and river. Firms in these counties employ 88 percent of the State's manufacturing workers and account for 89 percent of value added by manufacture, 98 percent of sales of merchant wholesalers, 99 percent of business service receipts, and 88 percent of retail sales in New York State.

Improvement of the waterway north of Albany to the St. Lawrence River would provide a shorter route for shipments of bulky materials from Canada to the Middle Atlantic States and stimulate similar economic development. In all probability the major volume of shipments will consist of wood and wood products including pulp and paper and of iron and other metallic ores. The

tonnage of northbound shipments will be smaller, but there are potentialities in petroleum products and coal as well as in finished manufactured products. Agricultural products and chemicals may well move in both directions. This waterway would provide a valuable connection between the port of New York and the soon-to-be-completed St. Lawrence seaway.

The availability of a 14-foot-or-deeper channel from the St. Lawrence to New York City not only would benefit that and other Atlantic ports but would stimulate the development of heavy industry which cannot now locate along the Champlain-Hudson route because of lack of adequate water transportation. We might well see the development of iron and steel or other metal-processing industries and chemical plants, which could take advantage of the cheap water transportation both north and south. Industrial development follows the development of waterways rather than preceding it. In an area where there are an abundant water supply, natural resources, skilled labor, and nearby markets, provision of adequate water-transport facilities would be bound to stimulate economic growth without serious dislocation of other parts of the country. It would enable Eastern Canada and all the Eastern United States to benefit more fully from their own parallel growth.

For these reasons, I am happy to join with those who are supporting House Joint Resolutions 432 and 519 in respectfully urging the committee to give favorable consideration to this legislation.

STATEMENT BY ROBERT F. WAGNER, MAYOR OF NEW YORK CITY, IN SUPPORT OF
HOUSE JOINT RESOLUTIONS 432 AND 519

The development of the New York metropolitan area as the world's greatest industrial complex has been in direct proportion to the development of its port facilities. Last year the value of the port's foreign commerce was more than \$8 billion—41 percent of the Nation's total. The preeminence of the New York port has been made possible by the combination of highly favorable physical characteristics and the orderly development of proper facilities by the responsible governmental agencies.

The value of New York City's publicly owned waterfront facilities is about \$350 million. An extensive pier development program which will ultimately cost \$200 million has been initiated by the city of New York. Over \$50 million in new pier and terminal construction has already been committed by the city in its efforts to assure that the port of New York remains the world's greatest port.

The Port of New York Authority has also embarked on a program of new construction for the facilities under its jurisdiction on both sides of the Hudson River.

All this activity indicates the great importance attached to the growth and improvement of the port of New York. In all these undertakings we are ever mindful of developments elsewhere which may affect our port. One such development is the St. Lawrence seaway which will be completed next year. The opening of this vast inland water route reopens the question of the possible development of the Champlain Waterway, last considered in 1937.

House Joint Resolutions 432 and 519 provide for objective study, including determination of costs and benefits, of an improved waterway from Albany into Lake Champlain with ultimate connection to the St. Lawrence River. Such a study by the United States Army Corps of Engineers would supply all interested parties with a reliable body of factual material upon which to make any decisions with respect to a Hudson-Champlain water route.

I therefore respectfully urge this committee to recommend consideration of these resolutions.

Mrs. EDWARDS. I feel sure they would all agree that for the sake of speeding up action if the members of the subcommittee feel it is the proper thing to support Senator Aiken's bill, S. 2676, rather than the other House resolutions, that they do so.

Thank you. I feel very privileged to be able to come before this committee this morning and represent three such distinguished New Yorkers. Thank you, Mr. Chairman.

Mr. BLATNIK. Mrs. Edwards, it is a pleasure for us to have you here.

Are there any questions?

(No response.)

Mr. BLATNIK. If not, thank you very much, Mrs. Edwards.

Now, representing the Port of New York Authority as our next witness we have Mr. R. P. Holubowicz, the marine planning analyst of the Port of New York Authority.

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

Mr. HOLUBOWICZ. Thank you, Mr. Chairman.

My name is R. P. Holubowicz. I am marine planning analyst of the Port of New York Authority.

I am here today in support of the House Joint Resolutions 432 and 519 but, in view of the support that has been switched over to S. 2676, I feel that the Port of New York Authority would switch over to Senator Aiken's bill in order to expedite matters if this committee feels it desirable to do so.

The commissioners of the Port of New York Authority on November 7, 1957, adopted a resolution urging passage of this legislation as being a sound and reasonable approach to the question of determining the economic and physical feasibility of improving this water route.

As other witnesses have pointed out, the last full-scale examination of this water route was conducted in 1937 by the International Joint Commission. The conclusion of the International Joint Commission's study was that economic feasibility did not exist at that time, and they ascribed it primarily to the St. Lawrence seaway not being authorized. They concluded in their report that their study be considered an interim study and that the question be reexamined when and if the St. Lawrence seaway were completed.

The year 1959 will see the completion of the St. Lawrence seaway and we feel, since this is so, that the recommendation of the International Joint Commission should be acted upon.

However, in addition to just the St. Lawrence seaway, we feel that there have been developments in connection with the Champlain Waterway that possibly overshadow the St. Lawrence seaway. The principal development that has taken place, of course, has been the growth that has taken place in Canada and primarily in Quebec. Quebec is the northern terminus of this waterway leading in from Sorel. Quebec is due north and iron-ore mines and other mineral deposits surround the St. Lawrence River and the Champlain Waterway.

To give an idea of some of the developments that have taken place since 1937, the figures are almost astonishing, I think. The principal development, of course, has been in iron ore, but there has also been a development in all of the other minerals. The metallic minerals have increased in the value of their production from \$36 million in 1937 to \$279 million in 1956. That is a 675 percent increase.

The value of industrial minerals increased from \$18 million in 1937 to \$118 million in 1956, a 555 percent increase.

The value of building material production increased from \$12 million in 1937 to \$70 million in 1956, an increase of 485 percent.

Pulp and paper products have increased from \$93 million in 1937 to \$771 million in 1956, an increase of 730 percent.

So rapid has been the growth of the mineral industry in Canada as a whole that each successive year sees the setting of new records in both the volume and value of production. Output, which comprises over 60 metals and minerals, was almost \$2,100 million in value in 1956, or double that of 1950.

We feel that these developments which constitute potential tonnage for an improved waterway, added to the improvement of the St. Lawrence seaway, is ample and full justification of the opening and reexamination of this question. The purpose of the Army engineers' study is to examine the economic desirability of this project.

I would like to show on this chart some of the obvious advantages in distances of the two routes, comparing the Champlain Waterway versus the ocean route.

On the inside route it is 388 nautical miles as compared to 1,459 miles, saving a little over 1,000 miles.

The distance between the port of New York and Seven Islands, the principal iron-ore port, by way of the Champlain Waterway, is 737 miles, as compared to 1,033 miles, a saving of 300 miles.

These savings in distance give the Champlain Waterway a tremendous prospect for determining that there is economic feasibility at this time.

Further, the distance advantages are not limited to the immediate area at the northern and southern terminus of the Champlain Waterway, but extend even to some of the Great Lakes ports. If the study should determine that a 27-foot waterway, for example, were the most feasible depth, the distances via the Champlain Waterway for shipping coming from the Great Lakes could be shortened for certain overseas destinations. Comparative distances, taking the port of Montreal, which is a point of departure for our Great Lakes shipping, to Habana, for instance, via the Champlain Waterway, is 1,574 miles as compared to 2,473 miles by the outside route, a saving of something like 900 miles, or 2 days of steaming.

Most of the distances are saved to points south. I would say the cutoff point is roughly West Africa. The distances overseas are considerably shorter via the Champlain Waterway. These are the factors which the Army engineers' study would consider.

In addition also the national defense value of this waterway enters in. I need not elaborate on the value of having a protected inland waterway for shipping as compared to the open-sea route which would have to be taken otherwise.

In conclusion, I would like to say that the Port of New York Authority feels that these are ample justifications for a reexamination and we feel that the Aiken resolution should be adopted quickly, so that this could be started, with the necessity of bringing in the Canadian Government and all of the other details that have to be taken care of which will take a number of years before the study can get into full swing. So we feel authorization at this time will be the best method of proceeding.

The Port of New York Authority respectfully urges this committee to give favorable consideration to this legislation. Thank you very much.

Mr. BLATNIK. Thank you for your very helpful and descriptive testimony and presentation.

Are there any questions?

(No response.)

Mr. BLATNIK. If not, thank you very much, Mr. Holubowicz.

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

(The statement referred to is as follows:)

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

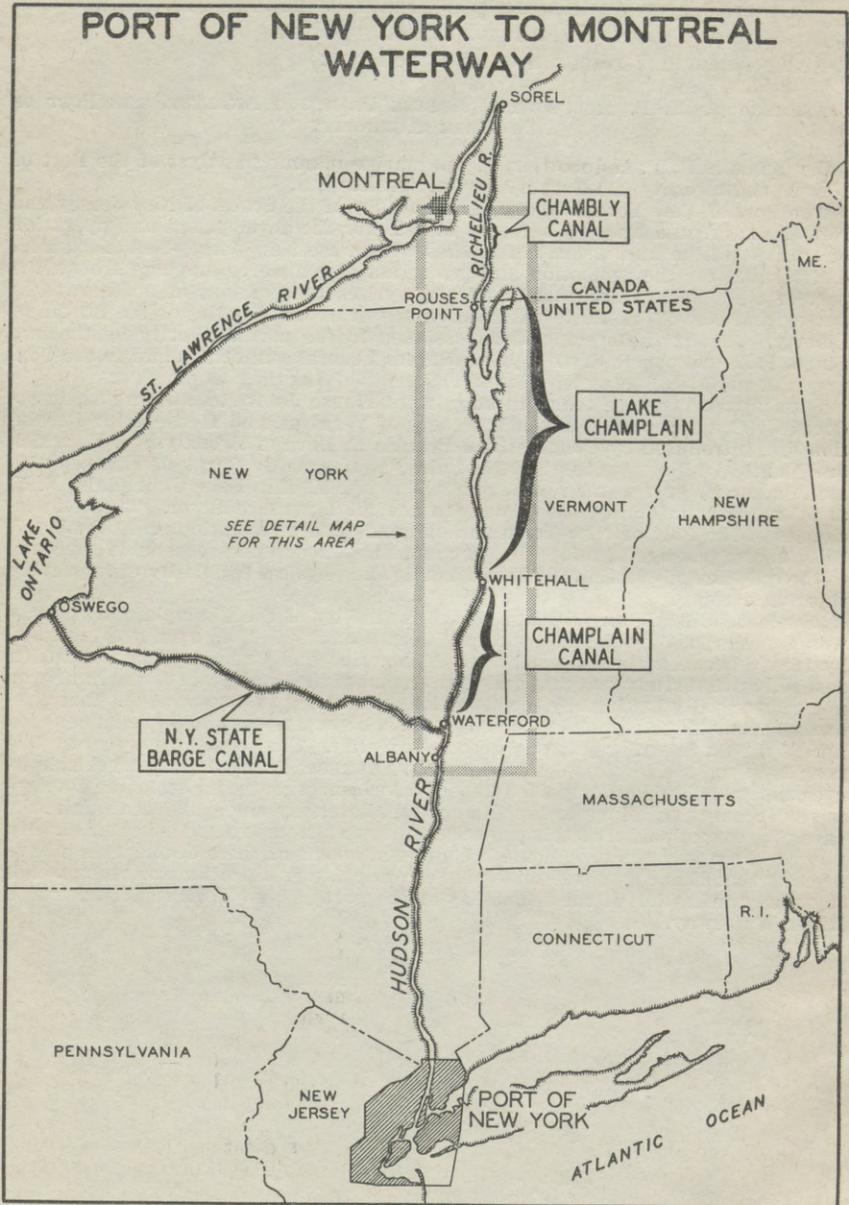
My name is R. P. Holubowicz. I am marine planning analyst of the Port of New York Authority, 111 Eighth Avenue, New York, N. Y.

The Port of New York Authority is an agency of the States of New Jersey and New York, created by a Port Treaty in 1921 for the development and operation of transportation and terminal facilities within the New Jersey-New York Port district and for the promotion and protection of commerce moving through the port of New York. The port district comprises the portions of northern New Jersey and New York State within a radius of about 25 miles of the Statue of Liberty. Among the specific tasks assigned to the port authority by the two States is the responsibility for presenting to Federal authorities and to the Congress the need for improving the ship channels serving the port district.

I am appearing here today in support of House Joint Resolution 432, introduced by Congressman Winston L. Prouty of Vermont, and House Joint Resolution 519, introduced by Congressman Francis E. Dorn of Brooklyn, N. Y., which are identical bills to authorize the United States Army Corps of Engineers to make a survey of a water route from Albany, N. Y., into Lake Champlain, N. Y. and Vt., with ultimate connection with the St. Lawrence River. The commissioners of the Port of New York Authority adopted a resolution on November 7, 1957, urging passage of this legislation as being a sound and reasonable approach to the question of determining the economic and physical feasibility of improving this water route.

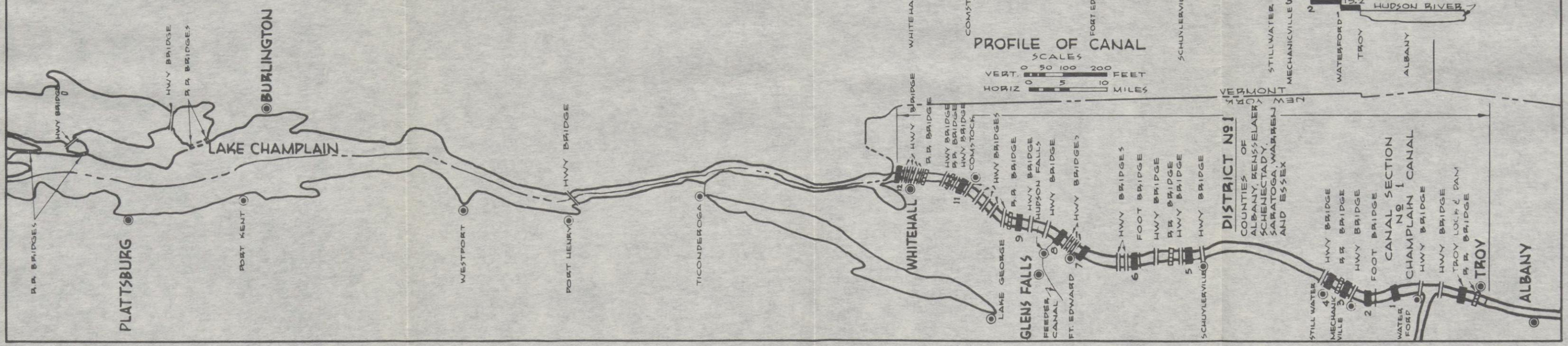
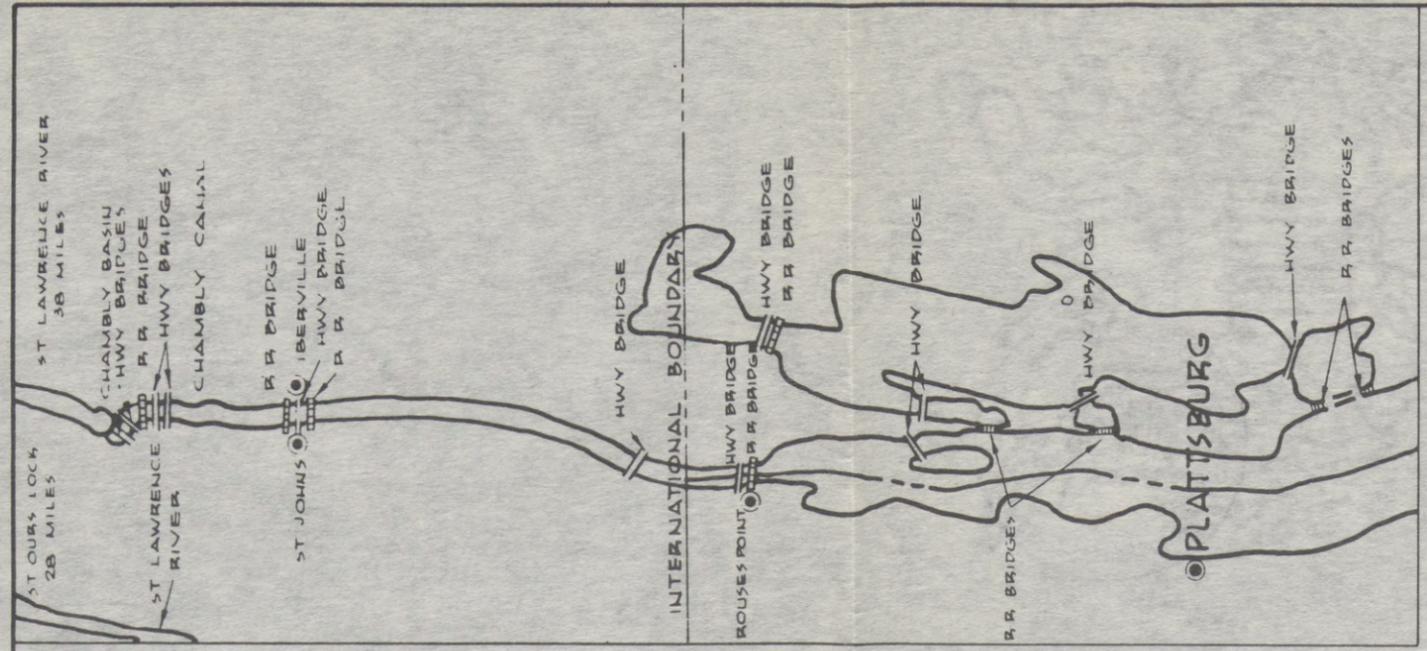
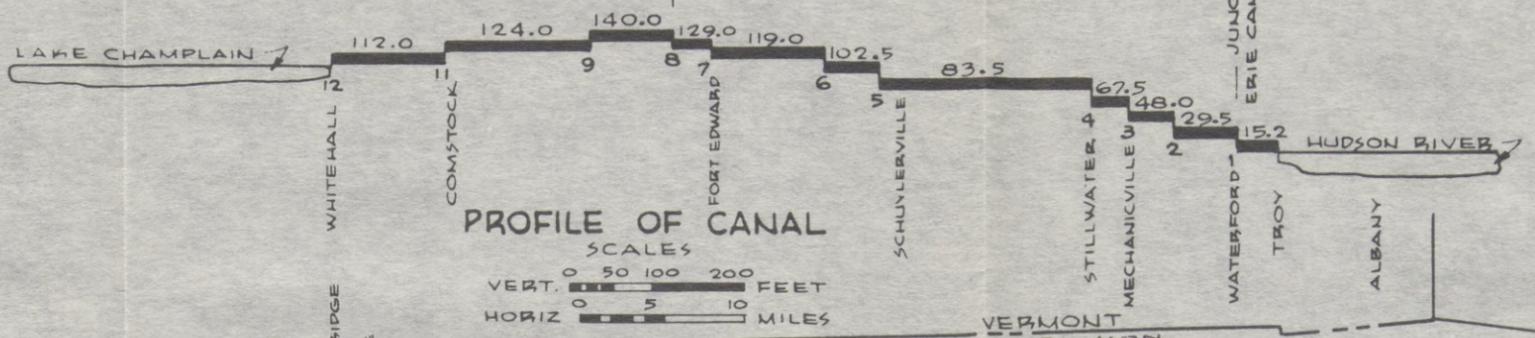
The last full-scale examination of the feasibility of the Champlain Waterway was made in 1937 by the International Joint Commission, an agency established by treaty between the United States of America and Canada. The conclusion reached by that study was that an improvement of the Champlain water route was not economically justified by the conditions prevailing at that time, but that a re-examination of the economic feasibility of such a waterway should be made when and if the St. Lawrence seaway became a reality. That time is now here. The year 1959 will see the completion of the St. Lawrence seaway. Beyond this, however, and possibly more important, there have been other major economic developments in areas tributary to the Champlain Waterway since 1937 that make the case for reexamination of this project even more persuasive and substantial. My purpose here today is to indicate broadly what some of these developments have been so that this committee might have conclusive justification for recommending a reexamination of the feasibility of the port of New York to St. Lawrence River Waterway.

EXHIBIT I



NEW YORK STATE CANAL SYSTEM
 TROY TO WHITEHALL
 LAKE CHAMPLAIN AND
 INTERNATIONAL BORDER

CANADIAN SYSTEM
 INTERNATIONAL BORDER
 TO
 ST. LAWRENCE RIVER VIA CHAMBLY
 CANAL





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 DEPARTMENT
 UNIVERSITY OF KANSAS

Description of existing waterway (Exhibits I and II)

The total distance on the existing waterway from the port of New York to the city of Sorel on the St. Lawrence River is 405 statute miles, more than half of which has depths of 27 feet or more. The controlling depth of the waterway as a whole, however, is 6½ feet because of the restrictions in the Chambly Canal section of the Richelieu River in Canada.

The Hudson River from the port of New York to Albany, with a controlling depth of 27 feet, makes up the first section of this waterway. Between Albany and the Canadian boundary, the waterway consists of the Champlain division of the New York State Barge Canal, the Narrows of Lake Champlain and Lake Champlain. The channel in the Champlain division of the New York State Barge Canal was opened to 12-foot navigation in 1918. There are 11 locks and 32 bridges on this division. The minimum bridge clearance is 15 feet 2 inches and most of the others have vertical clearances ranging up to 16 feet. The section north of the Champlain Canal, from Whitehall to the main body of Lake Champlain, a distance of 13.5 miles, has been under improvement by the United States Government since 1836 and now has a channel 12 feet deep. In Lake Champlain, depths are well in excess of 27 feet.

In the Canadian section, the Chambly and St. Ours Canals are part of the Richelieu River route which directly connects the northerly end of Lake Champlain at the international boundary with Sorel, Quebec, on the St. Lawrence River, a point approximately 46 miles northeast of Montreal. The total distance from the international boundary to the St. Lawrence River is 80 statute miles.

Construction of the Chambly Canal was started in 1831 and was carried on intermittently until 1843, when this portion of the system was placed in operation. The Chambly Canal is 11.78 miles long, has 9 locks, with depth over sills of 6.5 feet, and controlling length of 118 feet.

From 1928 to 1930, the navigation channel in the Richelieu River between Sorel and St. Ours was deepened to 12 feet, but has been allowed to shoal to a present depth of 7 feet. In 1930 work was commenced on the construction of a new lock, 339 feet long and 45 feet wide, with a depth of 12 feet over the sills, in the one-eighth mile long St. Ours Canal. This lock was completed in 1933. There are no overhead restrictions on either of these canals and all bridges are of the swing type.

International Joint Commission study of 1937

Since the Champlain Waterway lies in the territory of Canada as well as of the United States, the matter of improvement has historically been a joint effort of both countries. The last such consideration was made in 1937 by the International Joint Commission, a body created by the treaty between the United States and Great Britain relating to the boundary waters between the United States and Canada, signed at Washington January 11, 1909. The International Joint Commission investigated and reported on 3 possible improvements of the Champlain Waterway; namely, a waterway of 12, 14, and 27 feet in depth. The Commission's report concluded with the following language:

"The Commission begs to report that it is neither advisable nor economically practicable to improve a waterway from Montreal by way of the St. Lawrence and Richelieu Rivers to Lake Champlain to connect with the Hudson River, at the present time, and the question as to whether or not it might be desirable to do so at some future time cannot be determined unless or until the proposed St. Lawrence Waterway shall have been constructed and put into operation and the effects thereof known. Taking into consideration the fact that neither the engineers nor any of the interested parties who appeared before the Commission, in support of or in opposition to the proposed waterway, were of the opinion that it could be justified, if at all, except as an extension of or in connection with the St. Lawrence deep waterway, and the fact that the St. Lawrence Waterway is not yet assured and in any event could not be completed and put into operation for a number of years; and the further fact that it is impossible to foresee the changes that may take place in transportation in the meantime, or to estimate the bearing of the completion of the St. Lawrence Waterway might have on the advisability of constructing the improvements now under consideration, the Commission recommends that the present report be considered an interim report, and that it be authorized to retain jurisdiction over the matter until the St. Lawrence Waterway has become an accomplished fact and the Commission has had an opportunity of studying the effect of its operation upon the proposed Champlain Waterway."

Justification for reexamination of improvement

The year 1958 marks the 20th anniversary of the report of the International Joint Commission, which was submitted and signed in Washington on January 4, 1938. Much has happened in the world since then which has affected and vastly changed the circumstances surrounding the Champlain Waterway project. Related directly to the IJC report, of course, is the fact that the St. Lawrence seaway is nearing completion. Not foreseen by the report, however, are changes that have taken place in the economies of the United States and Canada in the areas immediately adjacent to the waterway project that might well prove more important in the consideration and improvement than the St. Lawrence Seaway alone.

Spectacular developments in Canada (exhibit III)

Perhaps the most significant development in connection with the Champlain Waterway has been the economic development that has taken place in Canada, and specifically in the Province of Quebec, which constitutes the northern terminus of the Champlain Waterway. Much of this development has taken place as recently as in the past 6 years. The growth of mineral production and other sources of potential tonnage for the port of New York to St. Lawrence River Waterway is graphically illustrated by the following table:

Province of Quebec	Value of production		
	1937	1956	Percent increase
Production of—			
Metallic minerals.....	\$36,000,000	\$279,000,000	675
Industrial minerals.....	18,000,000	118,000,000	555
Building materials.....	12,000,000	70,000,000	485
Pulp and paper products.....	93,000,000	771,000,000	730

So rapid has been the growth of the mineral industry in Canada, as a whole, that each successive year sees the setting of new records in both the volume and value of production. Output, which comprises over 60 metals and minerals, was almost \$2,100 million in value in 1956 or double that of 1950.

Economic developments on the United States side

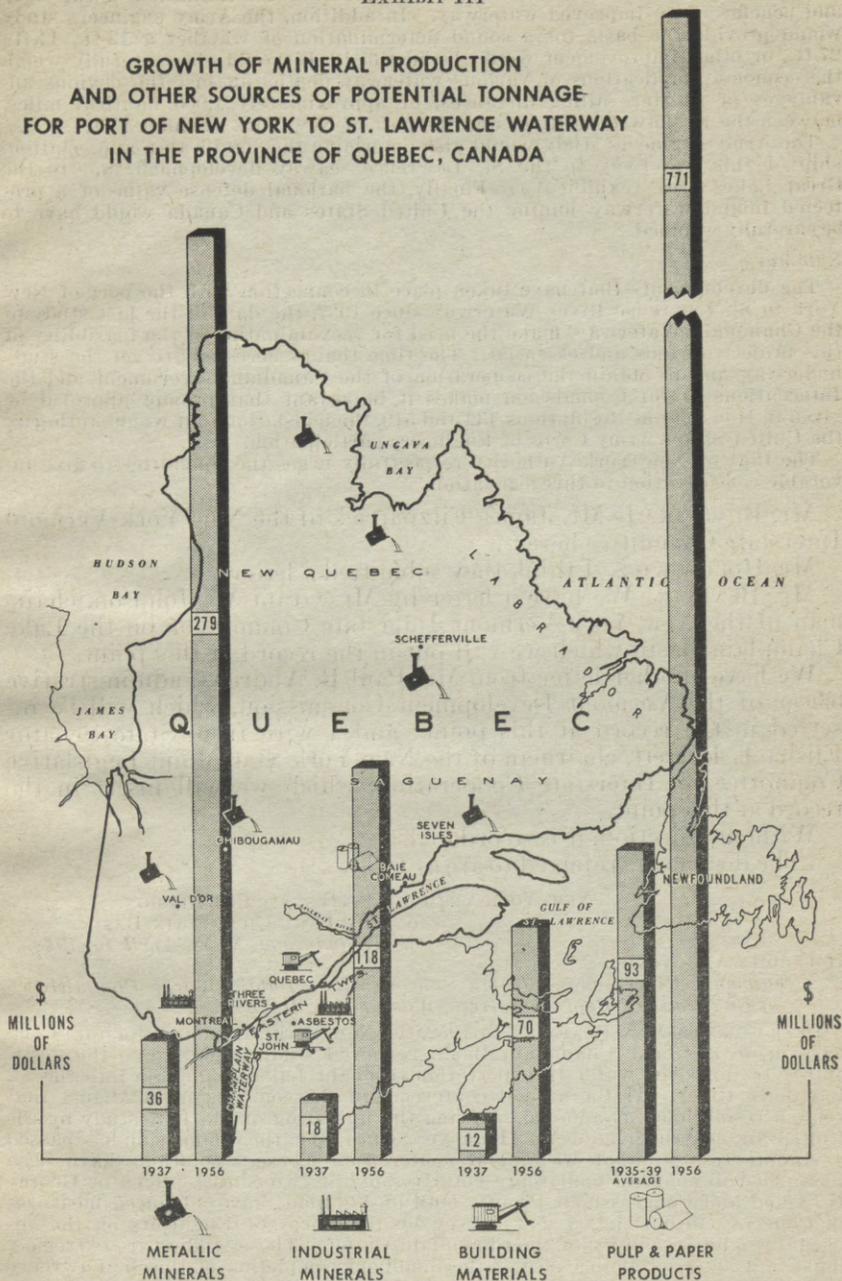
No similar spectacular economic changes can be pointed to in the United States portion of the Champlain Waterway during the same two decades, principally because much of this area, especially the southern end, has long been in an advanced stage of economic development. In 1956, the total waterborne commerce handled in the port of New York amounted to 155 million short tons, an increase of 38 percent over the average annual tonnage for the period 1935-39. The consumption of newsprint in the New York area is perhaps the most closely related to the Champlain Waterway since the bulk of this commodity is supplied by the Province of Quebec. In 1937 the New York area consumed approximately 300,000 tons of newsprint as compared to an estimated annual consumption of 1 million tons at present, more than a threefold increase. These are just a few indications of the extent of growth of the port of New York since 1937.

The vast industrial development and the enormous consumer markets that make up the New York-New Jersey port district constitute a potent counterpart to the growing economic giant at the northern terminus of the waterway. These significant economic developments since 1937, therefore, are important elements in the justification of a reexamination of the Champlain Waterway.

The intermediate areas along the waterway, the Hudson Valley and the Lake Champlain Basin, have not been greatly affected by economic changes since 1937. The principal difference in conditions between 1937 and the present is that the amount of available industrial expansion area along the northeastern seaboard has diminished critically during this period. Seen in the light of the possibility of an improved waterway, the Lake Champlain Basin and the Hudson Valley are in a natural position to provide untapped industrial expansion area.

EXHIBIT III

GROWTH OF MINERAL PRODUCTION
AND OTHER SOURCES OF POTENTIAL TONNAGE
FOR PORT OF NEW YORK TO ST. LAWRENCE WATERWAY
IN THE PROVINCE OF QUEBEC, CANADA



Objectives of Army engineers study

One of the main objectives of the study that would be authorized by House Joint Resolutions 432 and 519 would be an accurate determination of the costs and benefits of an improved waterway. In addition, the Army engineers study would provide the basis for a sound determination of whether a 12-ft., 14-ft., 27-ft., or other improvement would be justified. It would also carefully weigh the economic implications of various waterway depths against the obvious advantages of shorter sailing distances, of approximately 1,000 nautical miles, between the St. Lawrence River and the port of New York (exhibit IV).

The Army engineers study would also determine the significance and relationship of this waterway to the St. Lawrence seaway development and to the Great Lakes area (exhibit V). Finally, the national defense value of a protected inland waterway joining the United States and Canada would have to be carefully weighed.

Summary

The developments that have taken place in connection with the port of New York to St. Lawrence River Waterway since 1937, the date of the last study of the Champlain Waterway, make the need for reexamination of the feasibility of this project obvious and essential. The time that is necessary to get the study underway and to obtain the cooperation of the Canadian Government and the International Joint Commission makes it important that prompt approval be given to House Joint Resolutions 432 and 519, the legislation that would authorize the United States Army Corps of Engineers participation.

The Port of New York Authority respectfully urges the committee to give favorable consideration to this legislation.

Mr. BLATNIK. Is Mr. James Fitzpatrick of the New York-Vermont Interstate Committee here?

Mr. HOLUBOWICZ. I think they submitted a letter.

Mr. BLATNIK. We have a letter by Mr. Grant W. Johnson, chairman of the New York-Vermont Interstate Commission on the Lake Champlain Basin which we will put in the record at this point.

We have another letter from Mr. Paul R. Andrews, administrative officer of the Vermont Development Commission, which will be inserted in the record at this point; and a wire from State Senator Elisha T. Barrett, chairman of the New York State Joint Legislative Committee on Interstate Cooperation, which we will insert in the record at this point.

Without objection, it is so ordered.

(The documents referred to are as follows:)

NEW YORK-VERMONT INTERSTATE COMMISSION,
ON THE LAKE CHAMPLAIN BASIN,
Ticonderoga, N. Y., April 10, 1958.

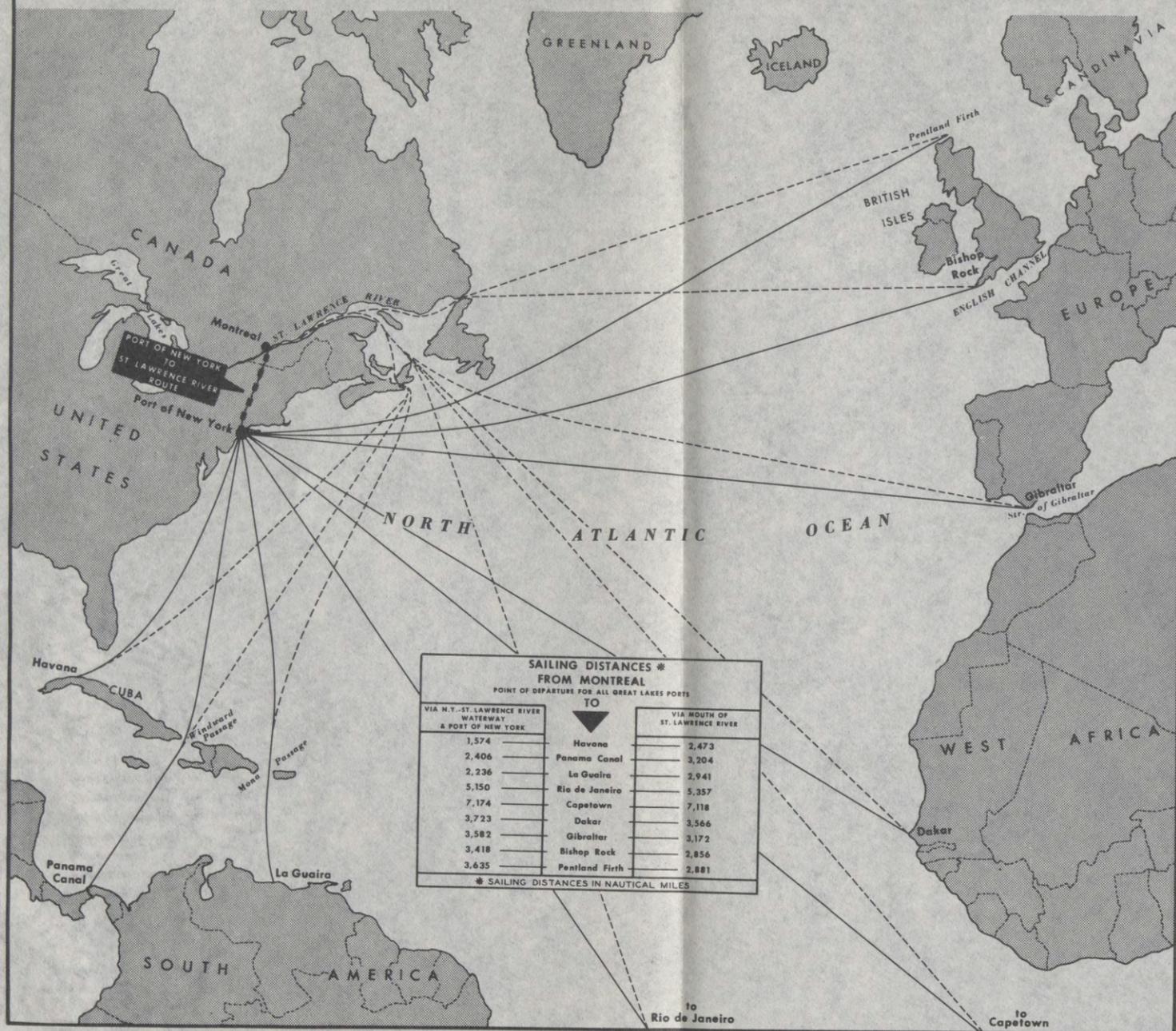
HON. JOHN A. BLATNIK,

*Chairman, Rivers and Harbors Subcommittee, Public Works Committee
of the House of Representatives, Washington, D. C.*

DEAR CONGRESSMAN BLATNIK: In 1952, the New York-Vermont Interstate Commission on the Lake Champlain Basin reviewed studies relative to the desirability of improved water transportation through Lake Champlain into the St. Lawrence River. At the annual conference of the commission in August that year, a resolution was adopted favoring the up dating of the 1937 study by the United States Army engineers. Each year since then, the commission has passed a similar resolution at its annual conference. These resolutions have been forwarded to congressional representatives of the two States. Senator George D. Aiken and Congressman Prouty, both of Vermont, have advanced measures in Congress authorizing a new survey by the Corps of Engineers on the advisability and feasibility of the Champlain Cutoff. These studies are extremely important at this time because of the imminent completion of the St. Lawrence seaway.

The New York Port Authority and the port of Montreal look with deep interest upon this project. People in the villages, towns, and cities along the Richelieu River and Lake Champlain also look upon this project as extremely

SAILING DISTANCES VIA ALTERNATE WORLD TRADE ROUTES FOR ST. LAWRENCE SEAWAY SHIPPING

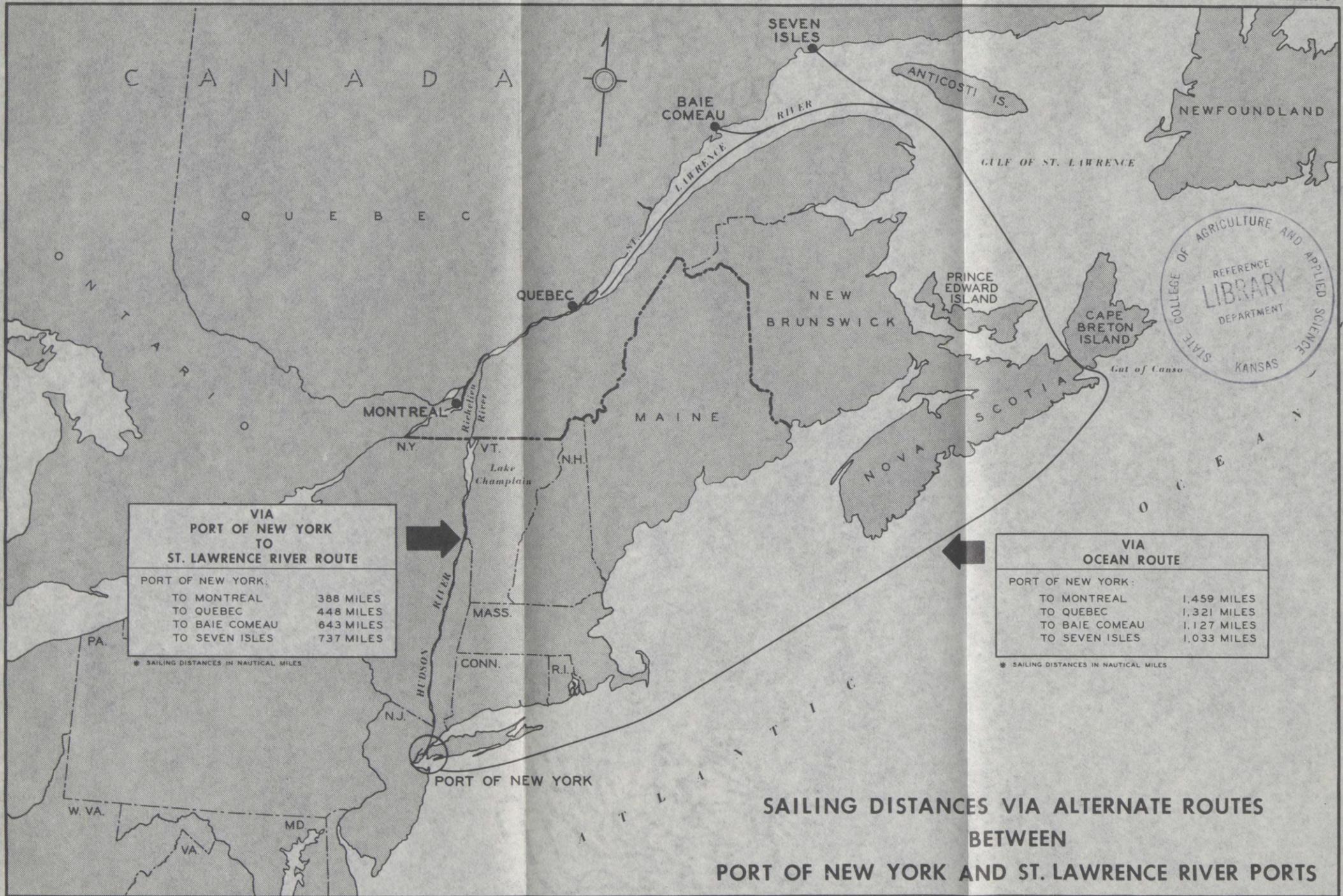


SAILING DISTANCES VIA ALTERNATE WORLD TRADE ROUTES
 FOR ST LAWRENCE SEA WAY SHIPPING



TABLE
 SAILING DISTANCES VIA ALTERNATE WORLD TRADE ROUTES
 FOR ST LAWRENCE SEA WAY SHIPPING

Route No.	Destination	Distance (Miles)	Days
1	London	1,500	15
2	Paris	1,800	18
3	Amsterdam	2,000	20
4	Brussels	2,200	22
5	Antwerp	2,500	25
6	Calcutta	10,000	100
7	Bombay	12,000	120
8	Madras	14,000	140
9	Calcutta	16,000	160
10	Bombay	18,000	180



VIA PORT OF NEW YORK TO ST. LAWRENCE RIVER ROUTE

PORT OF NEW YORK:	
TO MONTREAL	388 MILES
TO QUEBEC	448 MILES
TO BAIE COMEAU	643 MILES
TO SEVEN ISLES	737 MILES

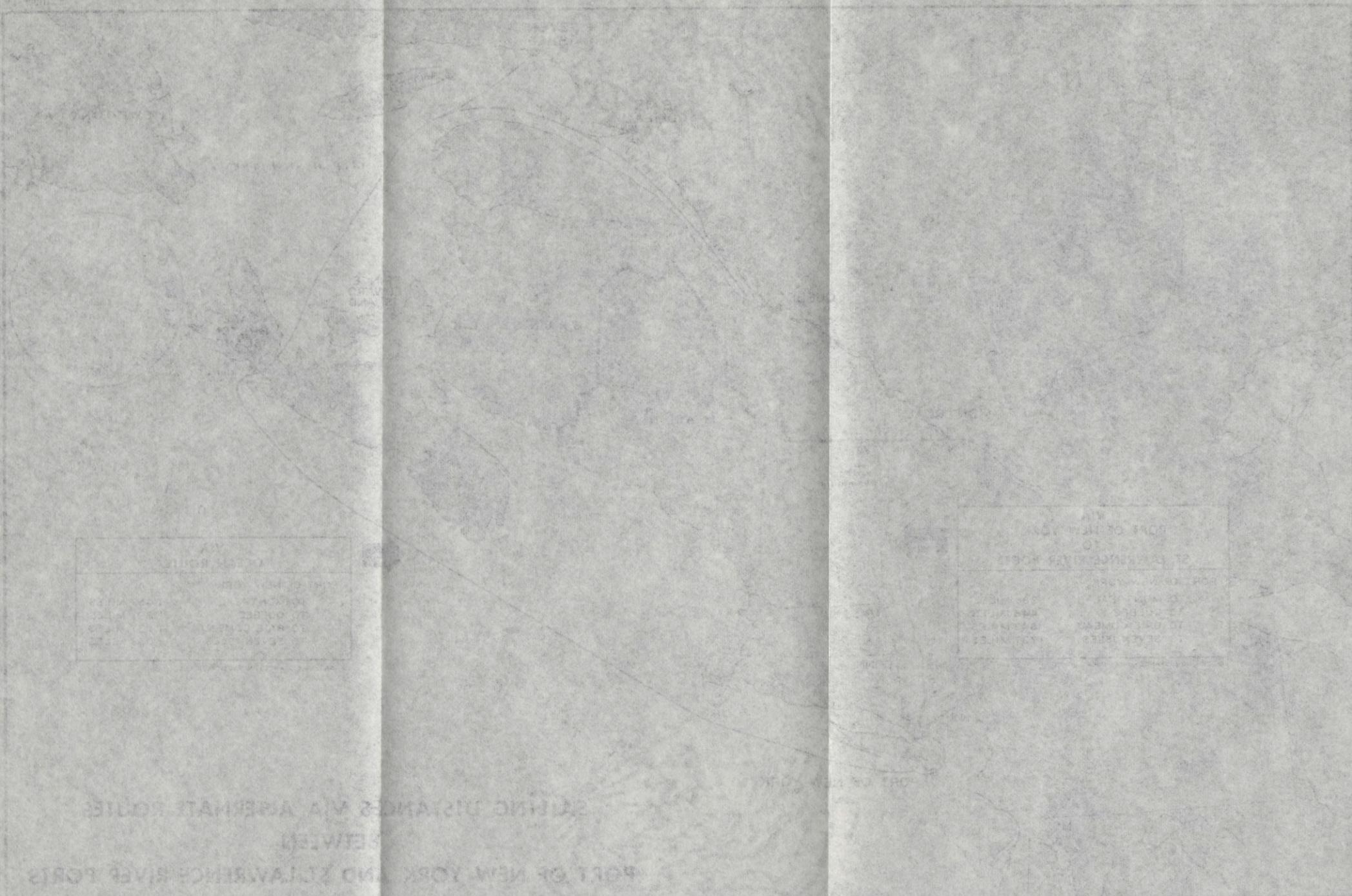
* SAILING DISTANCES IN NAUTICAL MILES

VIA OCEAN ROUTE

PORT OF NEW YORK:	
TO MONTREAL	1,459 MILES
TO QUEBEC	1,321 MILES
TO BAIE COMEAU	1,127 MILES
TO SEVEN ISLES	1,033 MILES

* SAILING DISTANCES IN NAUTICAL MILES

SAILING DISTANCES VIA ALTERNATE ROUTES BETWEEN PORT OF NEW YORK AND ST. LAWRENCE RIVER PORTS



PORT OF NEW YORK
 TO
 ST LAWRENCE RIVER PORTS
 VIA
 ALBANY

PORT OF NEW YORK
 TO
 ST LAWRENCE RIVER PORTS
 VIA
 ALBANY

PORT OF NEW YORK AND ST LAWRENCE RIVER PORTS
 BY THE
 ALBANY ROUTE

PORT OF NEW YORK
 TO
 ST LAWRENCE RIVER PORTS
 VIA
 ALBANY

important in strengthening international ties as well as the industrial development of the region.

Linking the Atlantic Ocean with the St. Lawrence seaway through the Hudson River, Lake Champlain, and the Richelieu would shorten the distance from Montreal to New York by more than 1,000 nautical miles and would be an inland waterway desirable for pleasure, for commerce, and for defense in case of war.

Based upon many factors, the commission feels that the economy of the Lake Champlain Basin area might be well served by providing a uniform minimum depth for the passage of vessels from the port of New York into the St. Lawrence River. It is anticipated that the new studies relative to the value of the waterway will include extensive evaluation of the probable effect of such a waterway upon the promotion of new industry in the Lake Champlain Basin area.

With the foregoing in mind, on behalf of the commission, I urgently request that favorable consideration be given to the House Joint Resolution 432.

Enclosed is a tear sheet from the Montreal Gazette of March 19, 1958, which has an article written by Guy Tombs, owner and operator of several barges using the Champlain Cutoff from Montreal to New York.

Sincerely,

GRANT W. JOHNSON, *Chairman.*

STATE OF VERMONT
DEVELOPMENT COMMISSION,
Montpelier, April 16, 1958.

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

DEAR MR. BLATNIK: In view of the fact that Vermont would gain significant advantages with the advent of an improved waterway connecting the Hudson River, Lake Champlain, and the St. Lawrence River, the Vermont Development Commission presents the enclosed statement in support of the study under proposal before your committee.

Sincerely,

PAUL R. ANDREWS,
Administrative Officer.

STATEMENT OF CLIFTON R. MISKELLY, MANAGING DIRECTOR, VERMONT DEVELOPMENT COMMISSION, IN SUPPORT OF A PROPOSED FEDERAL STUDY OF THE HUDSON RIVER, LAKE CHAMPLAIN, AND ST. LAWRENCE WATERWAY SYSTEM

It is imperative that Vermont improve its transportation system. We need an inexpensive method of hauling bulk materials if we are to seriously take advantage of the tremendous mineral resources of our good neighbor to the north, the Province of Quebec. In addition, an efficient inland waterway will powerfully complement Vermont's portion of the Federal Interstate Highway System.

Noted economic experts have pointed out that the mineral and power resources of Quebec will undoubtedly make that Province and the surrounding area, which includes Vermont, an industrial and commercial hub in the sense that certain areas bordering the Great Lakes now are as a result of mineral resources combined with vital types of transportation. It is logical to assume that Vermont's role in this hub will be that of manufacturing. Providing the proper types of transportation are available, we will be in an excellent position to secure raw and semifabricated materials from the north, fabricate, and ship the finished product south.

With an inland waterway we are convinced that Vermont can expand its industrial base, and can add materially to the Nation's economic strength.

Vermont is an extremely "livable" State. We know from records and experience that Vermonters and non-Vermonters would like to return or migrate to Vermont if jobs were available. We are certain that the same results can be accomplished in Vermont with an inland waterway system that have been accomplished in Southern and Western States with their high multipurpose dams. Thousands of industries have risen. Thousands of jobs have been created. People have followed.

In addition to the industrial and commercial activities the inland waterway will create, there are also the recreational aspects to be considered. Lake Champlain, at present, is a popular recreational area. We feel, however, that

its full potential is yet to be tapped. An inland waterway would make Lake Champlain accessible to pleasure craft of all types and sizes. It would offer the incentive needed for development of marinas and other boating facilities.

The development commission looks forward to the day when Vermont is no longer landlocked, when it gains one of the most powerful stimuli to the economy of any State or nation—an efficient, economical water transportation system.

[Telegram]

NEW YORK, N. Y., April 14, 1958.

HON. JOHN A. BLATNIK,

*Chairman, Subcommittee on Rivers and Harbors, Public Works Committee,
House of Representatives, Washington, D. C.:*

Urge new survey water route from Albany into Lake Champlain with connection to St. Lawrence. Support proposals Interstate Commission, Lake Champlain Basin for New York-Montreal Waterway.

Senator ELISHA T. BARRETT,

*Chairman, New York State Joint Legislative Committee on Interstate
Cooperation.*

Mr. BLATNIK. Is there any representative of the Port of Albany Commission here?

(No response.)

Mr. BLATNIK. That seems to complete our list of witnesses for the proponents.

Are there any others here who desire to be heard whom we may have omitted from the list?

(No response.)

Mr. BLATNIK. We have listed in opposition to the resolution a representative of the Association of American Railroads, Mr. B. N. Behling, economist.

Mr. Behling, do you wish to make a statement, or do you have a prepared statement to submit for the record?

Mr. BEHLING. Thank you, Mr. Chairman. I have a short statement. It will not take very long to present it, and I should like to do so, if you please.

Mr. BLATNIK. Please take the chair and we will hear your statement.

STATEMENT OF B. N. BEHLING, ECONOMIST, ASSOCIATION OF AMERICAN RAILROADS

Mr. BEHLING. My name is Burton N. Behling and my position is that of economist for the Association of American Railroads. I appear here for the association and all its member roads, those in New York and New England, to question the need for and appropriateness of the survey proposed in House Joint Resolutions 519 and 568 and similar bills which are now before your subcommittee for consideration.

These resolutions would authorize and direct the Secretary of the Army, through the Chief of Engineers, to make a survey of a water route from Albany, N. Y., into Lake Champlain, N. Y. and Vt., including the advisability of modifying existing Federal and State improvements, with due consideration of ultimate connection with the St. Lawrence River in Canada.

It is immediately apparent that a large part of any such waterway project would lie outside the United States and in Canada and it

appears, also, that the major part of the costs would pertain to works in Canada. Nevertheless, it is here proposed that Congress take unilateral action to initiate a survey regarding a project that clearly would have to be an international venture if it were to be undertaken at all.

In these circumstances, rather than for 1 country to proceed solitarily in a matter of such mutual interest and responsibility of the 2 countries, there ought from the beginning to be joint participation if the possibilities are to be explored again. This would, to cite the words of the resolution now before you, only be consistent with "due consideration of ultimate connection with the St. Lawrence River in Canada."

Various proposals for an international waterway via Lake Champlain have been made before and have invariably been dropped or rejected as unsound after exploratory studies. The most recent of these surveys was made, pursuant to appropriate joint procedure, by the International Joint Commission, which reported adversely in 1937.

The report of that Commission has been referred to in the testimony of the preceding witnesses this morning.

The conclusions of the International Joint Commission are relevant in considering whether to embark upon another survey, particularly because the Joint Commission concluded after its investigation that any such waterway project would not even approach economic justification. Referring to the route considered to be—

the most practicable from an engineering standpoint and the least impracticable from an economic point of view—

the Joint Commission made these findings as to costs:

(3) That the estimated capital cost and annual carrying charges for the construction of a 12-foot waterway from the St. Lawrence to the Hudson via Lake Champlain would be approximately \$12,884,000 and \$953,000, respectively; that the estimated capital cost and annual carrying charges for the construction of a 14-foot waterway would be approximately \$50,006,000 and \$2,738,600, respectively; and that the estimated capital cost and annual carrying charges for the construction of a 27-foot waterway would be approximately \$342,205,000 and \$17,646,400, respectively.

I ask you to note particularly that estimated cost of \$342 million for a 27-foot waterway, which is nearly as much as the total cost being charged to navigation for the entire St. Lawrence Waterway project.

These cost estimates of the International Joint Commission which I just referred to were made more than 20 years ago, prior to World War II, and certainly would be much greater now owing to the inflation of prices and costs that has since occurred. Furthermore, the figures cited above do not allow for any underestimating by the Corps of Engineers, which prepared the cost estimates for the Joint Commission.

In regard to the "maximum"—that is the International Joint Commission's word—transportation savings that could be expected, as compared with the estimated costs, the International Joint Commission reported these conclusions:

The Commission is impressed by the contrast between the maximum potential annual saving in transportation costs, as estimated by the engineers, and the annual carrying charges mentioned in (3). For a 27-foot waterway, the maximum potential annual saving in transportation costs is estimated to be \$4,710,240, as against estimated annual carrying charges of \$17,646,400. For a 14-foot waterway, the figures are \$75,600 saving and \$2,738,600 carrying charges. For a 12-foot waterway the corresponding figures are \$58,800 and \$953,000.

It is inconceivable that conditions could have changed so drastically in the interim as to reverse the finding of extreme lack of justification stated by the International Joint Commission in these terms:

It is neither advisable nor economically practicable to improve a waterway from Montreal by way of the St. Lawrence and Richelieu Rivers through Lake Champlain to connect with the Hudson River, at the present time, and the question as to whether or not it might be desirable to do so at some future time cannot be determined unless or until the proposed St. Lawrence Waterway shall have been constructed and put into operation and the effect thereof known.

The St. Lawrence Waterway is not yet in operation and, hence, its effects respecting a water route via Lake Champlain cannot be known. What the St. Lawrence Waterway traffic might be and whether it will prove to be an economically sound transportation facility able to cover its costs from compensatory payments by the users, as contemplated, and without falling back upon the taxpayers, are questions for the future to answer. The lack of any actual experience regarding operations on the St. Lawrence Waterway gives no foundation at this time for using it as a basis upon which to hinge another survey evaluation of an international waterway extending from the St. Lawrence River via Lake Champlain to the Hudson River. Cast in this setting the current proposals for such a survey are, to say the least, untimely and premature.

Neither have there been any changed conditions that could possibly improve significantly upon the extremely poor showing made in previous investigations and surveys of a water route in this area such as that now proposed for further study. We therefore suggest that the pending resolutions not be approved.

If notwithstanding the considerations of untimeliness and futility pointed out above, it is decided to authorize the survey, we further suggest that the Congress should specifically direct that the survey and economic evaluation of a water route shall be based upon whether or not the full costs of such waterway could be self-liquidating from tolls upon the users.

Our comment there relates to the question which Congressman Falton asked as preceding witness. Only in this way is it possible to reach a sound determination regarding the economic justification of such a facility for transportation.

That completes my statement, Mr. Chairman.

Mr. BLATNIK. Are there any questions?

Mr. ROGERS. Is there any reason to believe from your study of this matter that the situation has changed to any degree so as to change these figures as to the savings in the carrying charges?

Mr. BEHLING. It is always possible, sir, to consider that after 20 years there might well have been some changes. The point I have tried to emphasize in my statement is that the gap between the estimated costs and the estimated savings in 1937 was so great that it is inconceivable to me that any changes occurring meanwhile could have converted this distinctly uneconomic project into an economic one.

Mr. ROGERS. That is the point I am making. In your study of it, have you seen anything that would call for great use of the waterway in this area which you think would perhaps change those figures?

Mr. BEHLING. No. I think not, sir. There is a waterway of sorts there already. It is in the United States portion a minimum of 12 feet, which corresponds with the depths in the New York State Barge

Canal. The area is plentifully supplied with railroad transportation and motor-carrier transportation. I would not see anything in the present situation which would suggest or indicate a pronounced change or a significant change from the conditions found after careful investigation in 1937.

Mr. BROWN. Mr. Chairman.

Mr. BLATNIK. Mr. Brown.

Mr. BROWN. I wonder about this, sir: I assume you did see the chart which was submitted to the committee just now showing that trade in metallic minerals with Canada has increased tenfold in the last 20 years, and that pulp and paper products trade has increased almost tenfold in the last 20 years. Do you feel that that could change anybody's mind, or throw any new light on the subject, since this previous study was made?

Mr. BEHLING. The movement of those tenfold and more increases is encountering no difficulty, sir, with our present transportation facilities—none that I have heard of at all.

Mr. BROWN. I am just searching for the true picture of this thing. I keep reading all the time where this tremendous expansion of metal production, especially in Canada, is taking place. Of course, the United States keeps importing more pulp and paper products all the time and there seems to be a rapid stimulus or growth to that just in the last 3 or 4 years.

Mr. BEHLING. Yes. And, of course, Canada is well aware of the growth and development that is occurring in her area. One would think if this proposal were regarded as vital to Canada, that the origin for a proposed new survey might have come from that country. Yet I have not detected any real interest except some talk in having such a survey made.

Mr. BROWN. I think that is a point worth considering. I think the committee could well get some more information on why Canada has not.

Mr. ROGERS. Mr. Chairman.

Mr. BLATNIK. Mr. Rogers.

Mr. ROGERS. Could you tell us quickly the condition of your rails? It is my understanding that Congress is now looking into a proposal to give some aid to the railroads in the northeast section of our country particularly, and I wondered if this would have any bearing on the condition of the railroads if such a project as this one were carried out.

Mr. BEHLING. Certainly, sir, if another waterway improvement were to be built up there at Government expense and taxpayer expense, and without tolls, the already existing difficulties of the railroads in that area would be increased. There is not any question of that. Of course, that is the focus of our interest here.

Mr. ROGERS. Thank you, Mr. Chairman.

Mr. BLATNIK. Are there any questions?

Mr. SCUDDER. In this report we have a map showing the distances where freight would be transported. I believe the greatest tonnage of freight might originate from Seven Islands to New York, only a distance of 296 miles would be saved. Would not the iron ore and other ores of Labrador and the vicinity of Seven Islands constitute a good part of the freight tonnage being shipped from Canada to the United States?

Mr. BEHLING. Are you now talking about this proposed waterway?

Mr. SCUDDER. Yes. The idea of this waterway was that it had to come up the St. Lawrence and then down by the new waterway to New York, there would be only a saving of 296 miles, and ports like Baltimore would not be served at all under the new system.

Is there a great amount of freight moving out of Seven Islands at the present time originating from the hauling of ore from the Labrador fields?

Mr. BEHLING. The take of ore out of Labrador is increasing. It is moving, some of it, through the existing St. Lawrence canals, the 14-foot canals. Some of it is moving by rail south from Montreal to the steel mills in the eastern part of the country, and a great volume is moving via the ocean to Philadelphia and Baltimore.

I did not bring the statistics with me, but the volume is substantial, and it is increasing.

To repeat, a great deal of it is moving via the Atlantic Ocean in very large vessels, which have a pronounced economy.

Mr. SCUDDER. Then this would not to a very great extent affect the shipment of ore?

Mr. BEHLING. I think it is very doubtful.

Mr. SCUDDER. Into the United States?

Mr. BEHLING. I think it is very doubtful.

Mr. BLATNIK. Are there any further questions?

(No response.)

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

This concludes our testimony on House Joint Resolution 432 and 519, and the similar legislation S. 2676.

(The following was furnished for insertion:)

WILSON & KEYSER,
Chelsea, Vt., April 14, 1958.

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

DEAR CHAIRMAN BLATNIK: May I urge favorable consideration of the resolution being considered by your subcommittee on the new survey water route from Albany, N. Y., into Lake Champlain with connection to the St. Lawrence River.

Very truly yours,

F. RAY KEYSER, JR.,
Chairman, Vermont Interstate Co-op Committee.

HOUSE OF REPRESENTATIVES,
Washington, D. C., April 17, 1958.

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

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE: I strongly favor any legislation which will assure an immediate survey by the Chief of Engineers, United States Army, of a water route from New York to Canada.

I introduced a resolution (H. J. Res. 568) some time ago that follows the provisions expressed in the legislation now under consideration.

Much of the preliminary survey work has been accomplished because of the attention given to this proposed route some years ago by representatives of both the Canadian and United States Governments.

Present world conditions necessitate an inland waterway that would begin at New York and end in Canada. Such a route would permit transportation of vital materiel in time of war with assurances that the route could be kept free from enemy submarine attack.

It should be pointed out that when this project was last discussed the discovery of the Labrador lode had not been made.

The State Department of Public Works in New York has pointed out that clearances for this project are not so momentous that they could not be feasibly and economically dealt with.

An inland waterway would be of great economic value both to the area of the proposed route as well as to the rest of the country. Likewise it would serve to strengthen our bonds with Canada.

Respectfully,

DEAN P. TAYLOR.

TRENTON, N. J., April 15, 1958.

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

Urge favorable consideration of legislation authorizing a study on a Champlain Waterway. New Jersey has a vital interest in the economy of the New York metropolitan area an economy vital to the entire Nation. The proposed Champlain Waterway is most worthy of study.

JOSEPH E. MCLEAN,
State Department Conservation and Economic Development.

TROY, N. Y., April 15, 1958.

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

On behalf of the citizens of the city of Troy, N. Y., may I ask your favorable consideration of House Joint Resolution 519, providing for a survey of a navigable inland waterway from the port of New York into Lake Champlain, with ultimate connection with the St. Lawrence River in Canada. We feel this matter involves the economic portentation of our locality and will appreciate any help possible.

JOHN J. PURCELL,
Mayor, City of Troy, N. Y.

PLATTSBURGH, N. Y., April 16, 1958.

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

Plattsburgh Chamber of Commerce heartily endorses proposal for new study of deeper waterway to connect Lake Champlain and the St. Lawrence River as per House Joint Resolution 519.

Dr. JAMES BRADLEY, *President.*

SURVEY OF TENSAW RIVER, ALA.

Mr. BLATNIK. If the members will go back to the top of the schedule of projects to be heard, the first item is H. R. 8160, by Mr. Grant, a survey of Tensaw River, Ala. Our colleague and fellow member of the committee, Mr. Robert E. Jones of Alabama, has a statement to make that he is at this time presiding at his own subcommittee of the Government Operations Committee.

(H. R. 8160 follows:)

[H. R. 8160, 85th Cong., 1st sess.]

A BILL Authorizing a survey of the Tensaw River, Alabama, in the interest of navigation and allied purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Army is hereby authorized and directed to cause a survey to be made of the Tensaw River,

Alabama, with a view to providing improvements in the interest of deep draft navigation.

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. We have Mr. John Murray, project engineer of the Civil Works Division, Corps of Engineers, here.

Mr. Murray, will you give us a description of this survey resolution?

**STATEMENT OF JOHN MURRAY, PROJECT ENGINEER, CIVIL
WORKS DIVISION, CORPS OF ENGINEERS**

Mr. MURRAY. Yes, sir.

The bill H. R. 8160 will provide for survey of the Tensaw River, Ala., in the interests of navigation and allied purposes.

The Tensaw River is a tributary of the Mobile River, branching from that river about 40 miles upstream and going southward into Mobile Bay, entering about 3½ miles northeast of the mouth of the Mobile River.

The available information indicates consideration being given to establishing industrial plants on the high ground on the east bank of the Tensaw River, in this location on the map. Industrial sites along improved deep-water channels in the Mobile area are becoming scarce, and the high, well-drained east bank of the river affords a suitable site for manufacturing plants.

There are no previous investigations on this stream suitable for review by means of a committee resolution. Therefore it is necessary that authority for the study be provided by enacting of legislation.

The estimated cost of the study is \$20,000. The Department of the Army has no objection and the Bureau of the Budget has no objection to submission of this report.

Thank you, Mr. Chairman.

Mr. BLATNIK. Thank you, Mr. Murray.

Are there any questions?

(No response.)

CONVEYANCE OF PUMPING STATION AT ALGIERS, LA.

Mr. BLATNIK. The project we will take up next will be H. R. 9173, by Mr. Hébert of Louisiana, and H. R. 9230, a similar measure, by Mr. Boggs of Louisiana, providing for the conveyance of a pumping station at Algiers, La.

(H. R. 9173 follows:)

[H. R. 9173, 85th Cong., 1st sess.]

A BILL To provide for the conveyance of a pumping station and related facilities of the Intracoastal Waterway System at Algiers, Louisiana, to the Jefferson-Plaquemines Drainage District, Louisiana

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Army is authorized to convey to the Jefferson-Plaquemines Drainage District, Louisiana, all the right, title, and interest of the United States in and to the tract of land in Jefferson and Plaquemines Parishes, Louisiana, together with buildings and improvements thereon, being that parcel of land in the vicinity of Algiers, Louisiana, known as the Plaquemines Parish pumping station and appurtenant

draining canals and facilities subject, however, to the conditions and restrictions set forth in section 2 of this Act.

SEC. 2. The conveyance authorized by this Act shall be made without monetary consideration therefor but upon condition that the Jefferson-Plaquemines Drainage District shall assume responsibility for the operation and maintenance of the facilities conveyed, in further consideration of which the Secretary of the Army is authorized to pay to the said drainage district, from funds heretofore or hereafter appropriated, a sum not in excess of \$1,420,000, for the operation and maintenance of the facility by the said drainage district in perpetuity. The deed of conveyance shall contain such other terms, conditions, reservations, and restrictions as the Secretary of the Army may determine to be in the public interest or necessary for the management and operation of the Intra-coastal Waterway System.

Mr. BLATNIK. The Department of the Army has no objection to the resolutions.

We have Mr. Milton A. Pearl, Chief of Legislative Services Branch, Real Estate Division, Corps of Engineers. Mr. Pearl, will you give us more of the details on this project?

STATEMENT OF MILTON A. PEARL, CHIEF, LEGISLATIVE SERVICES BRANCH, REAL ESTATE DIVISION, CORPS OF ENGINEERS

Mr. PEARL. Mr. Chairman, H. R. 9173 and H. R. 9230 would authorize the Secretary of the Army to convey to the local drainage district the federally constructed pumping station and related facilities at Algiers, La.

The pumping station and interceptor canals were built in accordance with the plan of the division engineer as outlined in Senate Document 188 of the 78th Congress to restore parish drainage facilities intercepted by the readjustment of the Mississippi River for the Intra-coastal Waterway system in the vicinity of Algiers.

The basic plan indicated that the United States would construct and operate these facilities. In 1945 by the act of March 2, 1945, Congress authorized the construction of the Intra-coastal Waterway from the Mississippi River at New Orleans to Corpus Christi, Tex. In accordance with the Senate Document 188, which I mentioned a moment ago, the facilities herein have been constructed and we have entered into a contract with the Jefferson-Plaquemines Drainage District to operate and maintain the facilities for the United States at \$60,000 a year. Instead of having the United States actually do it ourselves, the drainage district, which is in that business, is doing it for us at \$60,000 a year. It cost the United States \$1,661,626 to build the pumping station and interceptor canals. We have agreed with the drainage district that it would serve the best interests of all concerned if they would take over ownership of these facilities and make them part of their integrated drainage facilities in the area. We have arrived with them at a figure that we would pay to them in consideration of the drainage district taking over the perpetual maintenance and the care and operation of these drainage facilities.

That amount, as set forth in the departmental report, is \$1,413,133, which is within the maximum of \$1,420,000 set forth in the bills you are now considering. This amount was arrived at based on the depreciation and amortization of the facilities over a 50-year period and replacement of those facilities one time at the end of that 50-year period, and by using a capitalization over the same 50-year period of the \$60,000 annual operation and maintenance costs.

The legislation which is sponsored here is favored by the Department of the Army because it would relieve us of the obligation of continuing to operate and maintain these drainage facilities.

Mr. BLATNIK. Will you explain again the relationship between your \$60,000 annual operation and maintenance cost which the Federal Government is to pay to the drainage district and the \$1,413,000 figure which is the total estimated Federal cost?

Mr. PEARL. Incidentally, let me say first while our present contract is for \$60,000 a year, our estimated cost of operation and maintenance is \$65,000 a year, and the costs to us would probably go up.

What we have done is this: We have taken the \$65,000 a year, which is our estimated cost of operation and maintenance, and we have taken the present value of that \$65,000 a year for the next 50 years and computed that as having a present value today of \$1,284,530, which is based on the capitalization figures or rates that are used in determining the present value of money paid over a period of time.

To this we have added the amortization of the cost of construction, which is on the same 50-year basis \$128,603, and the 2 together add up to \$1,413,133.

Putting it a different way, if I can, Mr. Chairman, the cost of construction of the facilities, or replacement of the facilities, in 50 years from now, \$1,661,626, is worth \$128,603 today. If this \$128,000 were deposited in the bank at 4½ percent interest, at the end of 50 years the drainage district will have \$1,661,000 with which to replace the facility, which we would have to do if we retained ownership of it.

The \$65,000-a-year maintenance and operation costs which we think it would cost us if we were to do it over a period of 50 years would actually run to more than that, but again, if we deposited \$1,284,530 in the bank today we could draw \$65,000 a year for the next 50 years to pay for that at the same 4½ percent interest. Therefore if we pay the drainage district \$1,413,133, they will have sufficient money with which to maintain the facilities and replace them one time, and we get relieved of the obligation which we would otherwise have in perpetuity of maintaining the facilities and replacing them, and continuing to do that every time they wore out.

Mr. BLATNIK. When was this pumping station and the interceptor canals constructed by the Federal Government?

Mr. PEARL. They have just been completed recently.

Mr. BLATNIK. Was not that whole drainage area under the jurisdiction entirely of the Jefferson-Plaquemines Drainage District before? How did the Federal Government get into it? That is my question.

Mr. PEARL. In the project document of the 78th Congress, as part of the plan presented by the division engineer, it was indicated that the improvement of this Intracoastal Waterway connection would involve a readjustment of the Mississippi River at the west-bank levee, and that this would require construction and operation of new drainage canals and pumping facilities to restore parish drainage systems where they were intercepted.

So, we were intercepting and interfering with the parish drainage system and, therefore, we had to, as part of our plan, rectify that situation. What we did was undertook the construction and operation of a pumping station.

Mr. BLATNIK. Are there any further questions?

Mr. ROGERS. I would like to ask a question or two, Mr. Chairman.

Mr. BLATNIK. Mr. Rogers.

Mr. ROGERS. From what I understand, and I may have misunderstood you, but according to the figures \$1,413,133 would be paid over now, and the interest we get would allow for the maintenance we now provide. Is that right?

Mr. PEARL. We are now paying—

Mr. ROGERS. \$60,000 a year.

Mr. PEARL. That is right.

Mr. ROGERS. And this money we are to pay to the district, giving them ownership and then paying them money to take it, will provide them with enough money to operate this and replace the facilities at the end of 50 years. Is that right?

Mr. PEARL. Yes, sir.

Mr. ROGERS. Why could we not do the same thing? It would not cost us any more and we would still have ownership.

Mr. PEARL. If we were to pay \$65,000 each year for the operation and maintenance of this facility, at the end of 50 years it would have cost us \$3,250,000. Assuming that we could replace the facility for the cost of its initial construction—which we are assuming here—it would cost us another \$1,161,000 roughly, or \$4,400,000 if we did this on an each-year basis. Instead, if we put this money in the bank and we draw the interest we could for \$1,413,133 also accomplish the same thing. But then this way we get the added benefit of being relieved of that responsibility by the drainage district which is in that business and which will take it off our hands.

Mr. ROGERS. So there is no saving actually by doing this but it is an annoyance to us to maintain it. Is that it?

Mr. PEARL. That is part of it.

Mr. ROGERS. That is mainly what you are trying to do; just to get out of the responsibility of maintaining it. Is this a part of the Intra-coastal Waterway?

Mr. PEARL. This is the connection between New Orleans and Corpus Christi—an alternate connection with the Mississippi River.

Mr. ROGERS. I understood from some of the notes here it was also for drainage.

Mr. PEARL. Only where we intercepted the existing drainage facilities and we constructed this as a substitute to take care of what we had interfered with.

Mr. ROGERS. All right. No further questions.

Mr. SCUDDER. Mr. Chairman.

Mr. BLATNIK. Mr. Scudder.

Mr. SCUDDER. Is there any precedent for such a project as this?

Mr. PEARL. I do not know of any, Mr. Scudder.

Mr. SCUDDER. This is a new venture you are entering into?

Mr. PEARL. There is nothing at all new about us paying to rectify a situation that we have caused. This is merely a different approach to solving the same problem.

Mr. SCUDDER. Has the Bureau of the Budget approved this?

Mr. PEARL. The Bureau of the Budget cleared our report in favor of the bill. Yes, sir.

Mr. SCUDDER. That is all.

Mr. BLATNIK. Thank you, Mr. Pearl. We have the author of the bill H. R. 9230 here, our distinguished colleague and friend, Congressman Hale Boggs.

STATEMENT OF HALE BOGGS, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF LOUISIANA

Mr. Boggs. Thank you very much, Mr. Chairman. I shall take only a minute to supplement the very full statement made by the representative of the Corps of Engineers. It is my understanding that this legislation will save a considerable amount of money because the drainage district is in the business of operating the drainage district, and the Army engineers are not in that business.

The obligations which would be required of the Army engineers are much more burdensome than those that would be required of the local drainage district. This is in the matter of employees and employee benefits, salaries, and so on and so forth. This obligation comes about because in building a cutoff for the Intracoastal Waterway system from New Orleans to points west of New Orleans the cutoff canal went directly through an existing drainage district.

To those of you who are not familiar with the terrain in south Louisiana, we build levees to keep the water out either from the Mississippi River, or the Gulf of Mexico, or a body of water adjacent thereto. Then, also, our rainfall is so heavy that it is required we have pumping stations to pump the water out of the areas behind the levees. Oftentimes these areas are below sea level. In some areas involved here the land is below sea level, so that each time it rains there is no gravity drainage. The drainage must be accomplished by pumping.

In this particular area there was a station which was adequate to cover the entire geographical unit of this pumping district, but when the canal went right through it, and levees on both sides of it, it was necessary that a new station be built in the cutoff area, and that maintenance be provided for that new station.

This bill has been worked out in collaboration with the Army engineers and the drainage district. I introduced a bill on the request of the various parties, and from the knowledge that I have of such drainage district I think this is a very fair arrangement, and one which will save the Government a great deal of money.

Mr. BLATNIK. Thank you, Mr. Boggs. Are there any questions?

Mr. BROWN. Off the record.

(Discussion off the record.)

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

SURVEY OF COOSAWHATCHIE AND BROAD RIVERS, S. C., UPSTREAM TO
VICINITY OF DAWSON LANDING

Mr. BLATNIK. The next project is H. R. 9529 by Mr. Rivers of South Carolina. We have Mr. John Murray, project engineer, Civil Works Division of the Corps of Engineers here. Before he testifies we have a statement by Mr. Rivers of South Carolina who is in a committee meeting this morning. This statement by Mr. Rivers will be inserted in the record at this point.

(The bill 9529, and statement of Mr. Rivers is as follows:)

[H. R. 9529, 85th Cong., 1st sess.]

A BILL To provide for a survey of the Coosawhatchie and Broad Rivers in South Carolina, upstream to the vicinity of Dawson Landing

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Army is hereby authorized and directed to cause a survey in the interest of navigation, to be made under the direction of the Chief of Engineers, of the Coosawhatchie and the Broad Rivers in South Carolina, upstream to the vicinity of Dawson Landing, subject to all applicable provisions of section 110 of the River and Harbor Act of 1950.

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

STATEMENT OF HON. L. MENDEL RIVERS OF SOUTH CAROLINA IN SUPPORT OF H. R. 9529, TO PROVIDE FOR A SURVEY OF THE COOSAWHATCHIE AND BROAD RIVERS IN SOUTH CAROLINA, UPSTREAM TO THE VICINITY OF DAWSON LANDING

Mr. Chairman and members of your good committee I wish to take this opportunity to thank you for extending me the privilege of appearing before you to offer testimony in behalf of H. R. 9529 of which I am the author. With your kind permission I would like to point out the great economic potentials as evidenced by the sponsors and strongly urge a full-fledged investigation of the worthwhile and most deserving cause. In this connection I am pleased to submit pertinent data from some of the most responsible citizens of my state who are best informed on this subject. I quote from their telegram as follows: "Potential shipping 200,000 to 400,000 tons of kaolin per year in addition to thousands of units of pulpwood. Some of these items coastwise and export. Are confident that in course of time can show thousands of tons of additional shipping. Negotiations pending outcome of this survey with industrial plants would add thousands of tons. At a meeting today of the following persons representing their respective organizations this project enthusiastically endorsed by all unanimously. Letter will follow.

"J. S. Newlin, Chairman, Jasper Water Advisory Committee; W. P. Gill, Vice President, Deerfield Sand and Mining Co.; T. J. Christian, Vice President, Bank of Ridgeland; D. N. Rivers, President, Jasper County News; R. B. Preacher, President, Junior Chamber of Commerce; Albert J. Ulman, Mayor of Ridgeland; Luke N. Brown, Partner, Walker and Brown; Frank H. Baldwin, Jr., Member, House of Representatives from Jasper County, South Carolina; J. L. Brantley, Superintendent, Good Hope Plantation."

Mr. BLATNIK. Mr. Murray, will you please proceed with a description of this project?

STATEMENT OF JOHN MURRAY, PROJECT ENGINEER, CIVIL WORKS DIVISION, CORPS OF ENGINEERS—Resumed

Mr. MURRAY. Yes, sir. H. R. 9529 would provide for a survey of the Coosawhatchie River in South Carolina for navigation to Dawson Landing, a point about 19 miles from the mouth of the Broad River. It is located on the west bank of the Coosawhatchie River about 5½ miles upstream of the Broad River by the Seaboard Airline Railroad Bridge.

The nearest authorized Federal project is the 27-foot section of the channel through Fort Royal Sound to Beaufort, S. C. An investigation of this area has been authorized by resolution of the Senate Public Works Committee dated August 28, 1957. However, the authorized study has certain limitations which this legislation would resolve.

There is no additional cost to the Government for the authorization since the Senate Public Works Committee study is already authorized. The total cost of that study is \$10,000.

There is no objection to the submission of this report by the Bureau of the Budget and no objection by the Department of the Army.

Mr. BLATNIK. Since the costs have already been provided there is no additional cost to the Federal Government at this time?

Mr. MURRAY. That is correct, Mr. Chairman.

Mr. BLATNIK. Are there any questions?

(No response.)

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

MODIFICATION OF CRISFIELD HARBOR, MD., PROJECT

Mr. BLATNIK. Next is H. R. 10207 by Mr. Miller of Maryland, modification of Crisfield Harbor, Md. We have as a witness Mr. Mark S. Gurnee, Chief, Operations Division, Civil Works Division, Corps of Engineers.

(H. R. 10207 follows:)

[H. R. 10207, 85th Cong., 2d sess.]

A BILL Authorizing the modification of the Crisfield Harbor, Maryland, project in the interest of navigation

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the project for Crisfield Harbor, Maryland, authorized in the River and Harbor Act of 1954 (Public Law 780, Eighty-third Congress) is hereby modified to provide for construction of the plan of improvement designated as plan numbered 2, substantially as contained in the report of the Chief of Engineers in House Document Numbered 435, Eighty-first Congress, with such additional modifications and changes as may be deemed advisable: *Provided,* That such modifications result in no increased cost to the Federal Government for construction over and above that contemplated and authorized in the River and Harbor Act of 1954: *Provided further,* That in lieu of the local cooperation recommended in House Document Numbered 435 and authorized by Public Law 780, local interests shall: (a) Furnish free of cost to the United States all lands, easements, rights-of-way and suitable spoil disposal areas for the construction and subsequent maintenance, when and as required for construction generally in accordance with the plan of improvement designated as plan numbered 2; (b) remove or cause to be removed the existing drawbridge and piers; and remove or cause to be removed existing structures and wrecks from the area to be dredged; (c) provide and maintain a public access at least twenty-five feet wide approximately normal to the north side of Somers Cove, such public access to consist of a suitable public road to a space at least twenty-five feet wide reserved for public use abutting the periphery of Somers Cove along the north side of the area to be dredged under the plan of improvement designated as plan numbered 2; and (d) hold and save the United States free from damages due to the construction and maintenance of the project.

STATEMENT OF MARK S. GURNEE, CHIEF, OPERATIONS DIVISION, CIVIL WORKS DIVISION, CORPS OF ENGINEERS

Mr. GURNEE. Mr. Chairman, Crisfield Harbor is located off Chesapeake Bay, opposite the mouth of the Potomac River. The project, as you see it on this chart, was completed in 1949 except for Somers Cove, an anchorage area here, and the access to Somers Cove.

At the time this project was prepared, local interests objected to our developing the natural entrance to Somers Cove shown here in blue due to the fact that there is a drawbridge at this location here which

provides access to these facilities which you see here on the upper part of Jersey Island.

The replacement of this bridge which would be an obstruction would cost between \$200,000 and \$300,000. Under our present practice that would have been a local cost. The development of this access was, on the basis of our estimates at the time the survey document was prepared \$28,000 cheaper than the dryland access which was adopted as a part of the project. Local interests agreed to assume that cost rather than be subjected to the necessity of rebuilding this drawbridge.

Funds were appropriated to provide for the completion of this project in 1956. When we approached local interests for the firming up of the assurances they had then decided and they have confirmed this by resolution of the city council, which was passed in May 1957, that they were going to abandon this bridge and provide access to this area here by a dryland road coming around the cove, as you see.

On the concept that they were going to abandon this bridge, its replacement drops out as part of the project cost. Then the most economical solution to the problem is to go back to the natural access to Somers Cove here, which is \$28,000 cheaper. It is to the advantage of the Federal Government and the local interests. However, the conditions of local cooperation in the project document which included the dryland access were firmly stated that local interests would contribute \$28,000 to the costs of this project.

Obviously, if we go back to this access, that \$28,000 is no longer a valid charge against local interests. In addition, if we adopt this access here, there must be a firm requirement of local cooperation that this bridge be abandoned.

Because of these changes in the requirements of local cooperation we felt in the Corps of Engineers that we did not have legal authority to proceed with the development of the project using this alternate access. H. R. 10207 is designed to provide for the changes in local cooperation and to give us authority to provide for this alternate access.

Mr. BLATNIK. It would call for no increase in the authorized Federal cost of the project; would it?

Mr. GURNEE. No, sir. As a matter of fact our present estimated cost of the revised access is slightly less than the estimated cost of the authorized access as it was estimated in 1946 at the time of the preparation of the project document.

Mr. BLATNIK. And this substitution of an authorized plan of improvement at Crisfield Harbor for plan designated No. 2 in report of Chief of Engineers is a substitution which could be carried out by the Corps of Engineers now under the existing authorization, but as I understand it, just to make this more firm and more certain as to the legality, such legislation is desirable but not absolutely essential. Is that correct?

Mr. GURNEE. Yes, sir. The determination that we lack the authority to build the alternate access, which was fully described in the project document, was one of these border-line cases.

Mr. BLATNIK. This is approved by the Army Corps of Engineers and there is no objection by the Bureau of the Budget.

Mr. GURNEE. The Department of the Army made no objection to this bill, sir.

Mr. BLATNIK. Are there any questions?

Mr. ROGERS. Who will have the responsibility of maintenance of this?

Mr. GURNEE. The Corps of Engineers will maintain this channel after completion.

Mr. BLATNIK. If there are no further questions, thank you very much, Mr. Gurnee.

FUNDS TO FINANCE 1961 MEETING OF PERMANENT INTERNATIONAL ASSOCIATION OF NAVIGATION CONGRESSES

Mr. BLATNIK. As the last bill we have is H. R. 11305 with a request of the Corps of Engineers, introduced by Mr. Blatnik. This was requested by the Department of the Army in Executive Communication 1609. We have present Colonel Carlson, resident member of the Board of Engineers for Rivers and Harbors who will explain this. Will you please explain the purpose of this request, Colonel Carlson. (H. R. 11305 follows:)

[H. R. 11305, 85th Cong., 2d sess.]

A BILL To authorize the appropriation of funds to finance the 1961 meeting of the Permanent International Association of Navigation Congresses

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby authorized to be appropriated not to exceed \$180,000 for the necessary expenses of the meeting of the Permanent International Association of Navigation Congresses to be held in the United States in 1961. These expenses shall include, but shall not be limited to, the cost of publication of the proceedings and the cost of transportation within the United States for official foreign members of the Association and authorized foreign delegates while visiting waterways in the United States. Funds appropriated pursuant to this Act shall be administered under the direction of the Secretary of the Army and the supervision of the Chief of Engineers.

SEC. 2. The authorization contained in section 1 shall be in addition to the authorization of not exceeding \$5,000 annually made available by section 107 of the "River and Harbor Act of 1948" (62 Stat. 1174) for the support and maintenance of the Permanent International Commission of the Congress of Navigation and for the payment of the expenses of the delegates of the United States to the meetings of the Congresses and of the Commission.

STATEMENT OF COL. GUNNARD W. CARLSON, RESIDENT MEMBER,
BOARD OF ENGINEERS FOR RIVERS AND HARBORS, AND SECRETARY (EX OFFICIO), AMERICAN SECTION, PERMANENT INTERNATIONAL ASSOCIATION OF NAVIGATION CONGRESSES

Colonel CARLSON. Mr. Chairman and members of the committee, the bill, H. R. 11305, before you this morning would authorize the appropriation of not to exceed \$180,000 to finance the 1961 meeting of the Permanent International Association of Navigation Congresses. The Association is commonly called PIANC and is an International Association of engineers, scientists, and others interested in promoting the progress of inland and maritime navigation.

An International Commission governs the Association and holds annual meetings in Brussels. Navigation Congresses are held every 4 years at places selected by this Commission at the annual meeting 3 years prior to the Congress. At this year's meeting on June 24 and 25 the International Commission will select the site of the 20th Naviga-

tion Congress to be held in 1961. Thus the enactment of this legislation prior to the annual meeting in June will enable the United States delegation to invite the Association to hold its next Congress in the United States.

The Association was organized in its present form in 1902 and the United States became a member nation by an act of Congress approved June 28, 1902. An annual appropriation of \$5,000 in support of PIANC is made, from which \$1,500 is paid directly to the International Association and the remainder finances attendance of United States members to the annual meetings and congresses.

In addition to the United States, 53 member nations and international organizations support the Association through annual subsidies.

The American section of PIANC is governed by a National Commission. The members of this Commission are selected and approved by the Chief of Engineers and the Director of the Office of Transport and Communications Policy, Department of State. The Chairman of the National Commission is Brig. Gen. John L. Person, who holds this office on an ex officio basis as Assistant Chief of Engineers for Civil Works.

The membership in the American section of PIANC is of three types: Individual membership, corporate membership, and limited corporate membership. There are 555 individual members, 32 corporate and 33 limited corporate members. The latter consists of university, association or public libraries. Exhibit 1 contains the details of the membership.

PIANC's main purpose, the interchange between nations of information pertaining to inland and ocean navigation, is accomplished by holding congresses every 4 years and publishing the proceedings thereof as well as by publishing semiannual bulletins and related papers. As an example of the latter, a six-language technical dictionary is being published. At the 19th Navigation Congress held in London, England, last year consideration was given to 5 papers on inland navigation, 5 papers on ocean navigation, and 1 pertaining to both. Typical subjects covered were "The role of inland waterways in furthering economic development," and "the influence of ice on navigable waterways and on sea and inland ports."

In connection with this subject, the Soviet delegate to the Congress delivered a paper on the progress the Soviet Union is making in the design of atomic icebreakers. After discussion on these papers the Congress adopted its conclusions and the entire proceedings are now being published for the benefit of all nations.

Of the 19 Congresses which have been held to date, 3 each have been held in Belgium, Great Britain, and Italy; 2 each in France and Germany; and 1 each in Austria, Egypt, Netherlands, Portugal, Russia, and the United States.

The only Congress to which the United States has been the host nation was held at Philadelphia, Pa., in 1912. That Congress was an important national event and President William Howard Taft made the opening address.

The London Congress last July was opened by the Duke of Edinburgh. During the 6 days of technical deliberations, visits to various technical institutions were also made. After the formal conclusion of the Congress, as is the custom, visits of inspection were made to various inland waterways or seaports. Throughout the technical de-

liberations and visits to inspect waterways and ports, welcoming receptions and banquets have customarily been undertaken by the host country.

These activities have been undertaken on a progressively more modest scale judging from the records of the Philadelphia, Rome, and London Congresses. I believe that with the \$180,000 mentioned in the bill before you that the United States could hold a comparable and successful Congress. However, I believe that this amount is a minimum amount.

In preparing the estimate we have consulted freely with the British, with the Executive Committee of the International Organization, with convention specialists in the United States, and with the State Department, which has considerable experience in the conduct of international conferences. The major components of the estimate are shown on exhibit 2 of the statement before you.

The Bureau of the Budget has advised that it has no objection to the proposed legislation.

This concludes my remarks.

Mr. BLATNIK. Without objection, the two exhibits attached to Colonel Carlson's prepared statement will be made a part of the record at this point.

(The exhibits referred to are as follows:)

EXHIBIT No. 1

PERMANENT INTERNATIONAL ASSOCIATION OF NAVIGATION
CONGRESSES

AMERICAN SECTION

CORPORATE MEMBERS

- American Merchant Marine Institute, Inc., Room 460, 11 Broadway, New York 4, N. Y.
- The Arundel Corp., Attention Mr. W. G. Armstrong, Executive Vice President, Pier 2, Pratt Street, Baltimore 2, Md.
- The Associated General Contractors of America, Inc., Attention Mr. James D. Marshall, Executive Director, 1227 Munsey Building, Washington 4, D. C.
- Atlantic, Gulf & Pacific Co., Engineers and Contractors, Attention Mr. Dewitt D. Barlow, Jr., First Vice President, 15 Park Row, New York 38, N. Y.
- The Atlantic Refining Co., Attention Mr. Harry G. Schad, Vice President and General Manager, Transportation, 260 South Broad Street, Philadelphia 1, Pa.
- Bi-State Development Agency, Attention Mr. Milton M. Kinsey, Chief Engineer, 915 Olive Street, St. Louis 1, Mo.
- Board of Harbor Commissioners, Attention Mr. H. C. Brockel, Municipal Port Director, City Hall, Milwaukee 2, Wis.
- Brown & Root, Inc., Engineering and Construction, Attention Mr. M. P. Anderson, Chief Engineer, Post Office Box 3, Houston, Tex.
- James C. Buckley, Inc., Attention Mr. James H. Rowland, Terminal and Transportation Consultants, 30 East 40th Street, New York 16, N. Y.
- City of New York, Department of Marine and Aviation, Attention Mr. Daniel P. Noonan, Director of Public Relations, Pier A, North River, New York, N. Y.
- Delaware River Port Authority, Attention Gen. J. Alex Crothers, Director, Port Development Department, Bridge Plaza, Camden 2, N. J.
- Dravo Corporation, Attention Mr. Carl B. Jansen, President, Neville Island, Pittsburgh 25, Pa.
- Ellicott Machine Corp., Constructors of Hydraulic Dredges and Dredging Machinery, Attention Mr. Chas. W. Blaney, 1611 Bush Street, Baltimore 30, Md.
- Los Angeles Harbor Department, Care of Mr. Bernard J. Caughlin, General Manager, Post Office Box 151, San Pedro, Calif.
- Maryland Port Authority, Attention Mr. James W. Davis, Secretary-Treasurer, 1040 Mathieson Building, Baltimore 2, Md.
- Metcalf-Hamilton Cos., Constructors, 407 Waldheim Building, Kansas City 6, Mo.

- National Harbours Board, Attention Hon. B. J. Roberts, Chairman, West Block, Ottawa, Ontario, Canada
- National Rivers and Harbors Congress, Attention Mr. William H. Webb, Executive Vice President, Suite 523-A, La Salle Building, 1028 Connecticut Avenue NW., Washington 6, D. C.
- New Jersey Bureau of Navigation, Department of Conservation and Economic Development, 1060 Broad Street, Newark 2, N. J.
- Port of Boston Commission, Attention Mr. G. L. Wey, Chief Engineer, Commonwealth Pier No. 5, Boston 10, Mass.
- Port of Callao Authority (Autoridad Portuaria Del Callao), Attention Col. Howard W. Quinn, Apartado 255, Callao, Peru, South America
- Port of Coos Bay, Attention Mr. Franck G. Shaw, President, Port of Coos Bay, Inc., Box 787, Coos Bay, Oreg.
- Port of New Orleans, Attention Mr. W. T. Hogg, Chief Engineer, No. 2 Canal Street, New Orleans, La.
- The Port of New York Authority, Attention Mr. Roger H. Gilman, Director of Port Development, 111 8th Avenue at 15th Street, New York 11, N. Y.
- Port of Oakland, Attention Mr. Dudley W. Frost, General Manager, Grove Street Pier, Oakland 7, Calif.
- Puerto Rico Port Authority, Post Office Box 3508, San Juan, P. R.
- St. Lawrence Seaway Development Corp., 811 Vermont Avenue NW., Washington 25, D. C.
- South Carolina State Ports Authority, Attention Mr. T. Carlisle Crump, Representative, 1 Vendue Range, Charleston, S. C.
- South Jersey Port Commission, Attention Mr. Henry W. Peterson, Secretary, Post Office Box 129, Camden 1, N. J.
- Stockton Port District, Attention Mr. E. E. Ferrari, Director, Post Office Box 2089, Stockton, Calif.
- Tennessee Valley Authority, Attention Mr. J. Porter Taylor, Director, Division of Navigation and Local Flood Relations, 609 Arnstein Building, Knoxville, Tenn.
- Virginia State Ports Authority, Attention Mr. David S. Gendell, Deputy Executive Director, Room 475, 254 Granby Street, Norfolk 10, Va.

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- The Library, Agricultural and Mechanical College of Texas, College Station, Tex.
- Alabama Polytechnic Institute, Main Library, Serial Section, Auburn, Ala.
- American Geographical Society, Broadway at 156th Street, New York 32, N. Y.
- Clarkson College of Technology Library, Potsdam, N. Y.
- Cleveland Public Library, 325 Superior Avenue NE., Cleveland 14, Ohio
- Columbia University Libraries, Serial Acquisitions, 535 West 114th Street, New York 27, N. Y.
- Cornell University Library, Acquisitions Department, Tower Road, Ithaca, N. Y.
- Detroit Public Library, 5201 Woodward Avenue, Detroit 2, Mich.
- Georgia Institute of Technology Library, 225 North Avenue NW., Atlanta, Ga.
- The Johns Hopkins University Library, Acquisitions Department, Baltimore 18, Md.
- Joint University Libraries, Nashville 5, Tenn.
- Kresge-Hooker Science Library, Wayne University, 5250 Second Boulevard, Detroit 2, Mich.
- Library Association of Portland, 801 Southwest 10th Avenue, Portland 5, Oreg.
- Long Beach Public Library, Ocean and Pacific Avenues, Long Beach 2, Calif.
- Los Angeles Public Library, 630 West Fifth Street, Los Angeles 17, Calif.
- Massachusetts Institute of Technology, Serials and Documents, Hayden Library, Cambridge 39, Mass.
- New York Public Library, 5th Avenue and 42d Street, New York 18, N. Y.
- New York University Libraries, Attention Mr. Nelson W. McCombs, Librarian, University Heights Library, New York 53, N. Y.
- Oregon State College Library, Serials Department, Corvallis, Oreg.
- Princeton University Library, Princeton, N. J.
- Toledo Public Library, Attention Mr. Herbert M. Sewell, Director, 325 Michigan Street, Toledo 2, Ohio
- Library, United States Naval Civil Engineering Research and Evaluation Laboratory, Construction Battalion Center, Port Hueneme, Calif.
- University of Alaska, College, Alaska
- University of California, Serials Department, General Library, Berkeley 4, Calif.
- University of Florida Library, Gainesville, Fla.

- University of Houston, Acquisitions Department, M. D. Anderson Library, Houston, Tex.
 University of Illinois Library, Urbana, Ill.
 University of State of Iowa Library, Serials Acquisitions,, Iowa City Iowa
 University of North Dakota Library, Attention Mr. J. R. Ashton, Librarian, Grand Forks, N. Dak.
 University of Texas Library, Serials Acquisition, Austin 12, Tex.
 University of Washington Library, Acquisitions Division, Seattle 5, Wash.
 University of Wisconsin Library, Acquisitions Department, The General Library, Madison 6, Wis.
 Virginia Polytechnic Institute, Library Department, Blacksburg, Va.

PERMANENT INTERNATIONAL ASSOCIATION OF NAVIGATION
 CONGRESSES

AMERICAN SECTION

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 Lang, Edmund H., Colonel, United States Lake Survey, 630 Federal Building, Detroit 26, Mich.
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 Lewis, William H., Colonel, District Engineer, Corps of Engineers, United States Army, Post Office Box 267, New Orleans 9, La.
 Long, Charles A., Corps of Engineers, United States Army, Southwestern Division, 1114 Commerce Street, Dallas, Tex.
 Lord, Royal B., Major General, United States Army, Retired, Lawrence Farms East, Mount Kisco, N. Y.
 Love, Robert W., Colonel, Corps of Engineers, United States Army, Office, Secretary of Defense, NATO, Room 1E929 Pentagon, Washington 25, D. C.

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- Paxton, John W., Colonel, Corps of Engineers, United States Army, Route 4, Box 280-M, Vienna, Va.
- Pettis, Charles Robert, Colonel, United States Army, Retired, Box 233, Ellisville, Miss.
- Pine, Lynn W., Colonel, District Engineer, United States Army Engineer District, Garrison, Riverdale, N. Dak.
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- Seifert, Raymond A., Lieutenant Colonel, Corps of Engineers, United States Army, DCS LOG. D/A, Washington 25, D. C.
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- Steinman, D. B., Consulting Engineer, 117 Liberty Street, New York 6, N. Y.
- Straub, Walter F., 5514-20 Northwest Highway, Chicago, Ill.
- Sverdrup, L. J., Major General, United States Army, Retired, President, Sverdrup & Parcel, Inc., Construction Engineers, 1118 Syndicate Trust Building, St. Louis 1, Mo.
- Tamburello, Russell D., 5734 Chatham Drive, New Orleans 22, La.
- Ward, Earl B., Box 2308, Arabian American Oil Co., Dhahran, Saudi, Arabia (Home address: 74 Sandy Lane, Walnut Creek, Calif.)
- Weinkauff, Henry C. C., Office, Chief of Engineers, Building T-7, Washington 25, D. C.
- Wilkes, Gilbert Van B., Colonel, United States Army, Retired, Mount Pleasant, S. C.
- Yadoff, Dr. Oleg, 60 Shirley Lane, Orchard Hill, White Plains, N. Y.

(NOTE.—An additional 500 individuals are regular members on an annual basis.)

EXHIBIT No 2

PERMANENT INTERNATIONAL ASSOCIATION OF NAVIGATION CONGRESSES

AMERICAN SECTION

SUMMARY OF ESTIMATE

The estimate made with the assistance and review of the State Department, Bureau of the Budget, and others, provides for \$180,000 and consists of the following major items:

1. Organization and administration.....	\$49,300
2. Publication of papers and proceedings.....	37,760
3. Official receptions and dinners.....	37,500
4. Inspection trips and visits to points of interest.....	41,800
Subtotal.....	166,360
Contingency 8 percent (rounded).....	13,640
Total.....	180,000

Item 1 allows \$49,300 for "Organization and administration." This provides for a staff to plan and conduct the Congress and for all administrative expenses.

Item 2 allows \$37,760 for "Publication of papers and proceedings." This includes questionnaires, information, pamphlets, etc.; the compilation and publication of the Congress proceedings in the two official languages of the Congress, English and French; and the necessary postage for distribution to all members of the International Association. The proceedings of the Congress are customarily published in book form.

Item 3, in the amount of \$37,500, covers an official reception, buffet supper party, and banquet on a scale below that of the Rome Congress but on a par with the London Congress.

Item 4, in the amount of \$41,800, covers expenses of functions customarily provided by the host nation in connection with inspection trips and visits to points of interest between business meetings of the Congress and during the post-Congress inspection trips. At the Rome Congress in 1953 and at the London Congress in 1957, it was the policy of the host nation to provide short bus trips, luncheons, refreshments, exhibitions and guided tours at no expense to the delegates. Transportation from the Congress city to widely scattered points in the host nation for purposes of inspection is at the individual expense of the delegates.

Mr. BLATNIK. Colonel Carlson, I notice that the conference will be held in 1961.

Colonel CARLSON. Yes, sir.

Mr. BLATNIK. Can you give us an explanation of the need for funds at such an early date?

Colonel CARLSON. We do not need the funds at this early date but we need the authorization so that the United States delegation to the annual meeting of the Commission this June could present the United States as a possibility for the Congress in 1961. We would come in for an appropriation at a later date.

Mr. BLATNIK. Then it has not yet been determined that the Congress in 1961 will be held in the United States. Is that correct?

Colonel CARLSON. That is correct.

Mr. DOOLEY. Mr. Chairman. I am trying to discover some justification for the Government subsidizing the private corporations who attend the Congress. I wonder if there is any contribution at all from these members who are part of the Congress.

Colonel CARLSON. They pay an annual dues of \$20 a year.

Mr. DOOLEY. Regardless of the net worth of the company they pay \$20.

Colonel CARLSON. That is correct. The only other answer to your question is, it has been a matter of policy for this Congress to put on its functions the way I have described it, ever since it was organized in 1902, and the United States corporations are afforded the same privileges that the foreign corporations are.

Mr. ROGERS. Mr. Chairman.

Mr. BLATNIK. Mr. Rogers.

Mr. ROGERS. How many delegates would you anticipate would attend?

Colonel CARLSON. We had about 1,000 delegates at the London Congress. I am estimating, for the purposes of this estimate, 1,500 delegates. I have made two estimates, a minimum and a maximum. The minimum is 1,100 and the maximum is about 1,900.

Mr. ROGERS. What have been the main benefits from this International Association?

Colonel CARLSON. Well, the main benefit is, it provides for the interchange of international information on waterways and navigation

improvements. I could not cite a specific benefit, but I would like to point out that the Secretary of Defense asked the Joint Chiefs of Staff in 1953 for their opinion on this organization, along with others, and they said they felt for the contributions that the United States made they had certainly reaped wide benefits.

Mr. ROGERS. Reaped benefits in what way?

Colonel CARLSON. The interchange of information has given us engineering advice. We have interchanged experimental data with German laboratories and French laboratories for instance, and our waterway experiment stations make their information available to Europeans.

Mr. ROGERS. They feel this is the best way to accomplish it? It could not be accomplished any other way?

Colonel CARLSON. It is an accepted way to accomplish it. It is similar to the conference on large dams, and the American Society of Civil Engineers.

Mr. ROGERS. Thank you.

Mr. CRAMER. Do other countries participate in the cost?

Colonel CARLSON. Yes, sir. There are 53 other member nations.

Mr. CRAMER. What is our proportionate share compared with others?

Colonel CARLSON. I have not computed that, Mr. Cramer, but I can say—

Mr. CRAMER. Do any other nations give a comparable sum to us?

Colonel CARLSON. Yes. Brazil gives \$1,500 a year and we give \$1,500 a year. France contributes \$1,280 a year.

Mr. CRAMER. I mean for the convention.

Colonel CARLSON. Oh, yes, sir. As I said, I made this estimate on the basis of the London Congress. I would say the way we have laid this out it would be comparable to what was expended in London. I am sure the Rome Congress of 1953 was considerably more expensive than the London Congress.

Mr. CRAMER. What do other nations contribute to the Congress cost?

Colonel CARLSON. The host nation holds the Congress and foots the entire bill for the Congress. Great Britain did that for the London Congress last year, and Italy did it in 1953 for the Rome Congress. We footed the entire bill for the 1912 Congress in Philadelphia.

Mr. CRAMER. This amount relates to activities by the United States at that Congress?

Colonel CARLSON. It relates to the entire expense of putting the Congress on. Yes, sir.

Mr. DOOLEY. Will the gentleman yield?

Mr. CRAMER. Yes.

Mr. DOOLEY. Transportation is not involved for these companies and their members to and from the Congress; is it?

Colonel CARLSON. No, sir. Not to and from the Congress. There is some transportation expense involved in it. You will notice the language in the bill. That provides for the Executive Committee of the International Commission. Their expenses are paid by the Congress.

Mr. DOOLEY. I see. Thank you.

Mr. CRAMER. I still do not quite understand. I understand about the host nation, and so forth, but do other nations participate in the

function of banquets and the expenses of the functions provided by the host nation in connection with inspection trips, and so forth?

Colonel CARLSON. You are speaking, let us say, of Italy, for example. Did they provide it for the Rome Congress? Yes, sir.

Mr. CRAMER. How about others? Is this an expense attributable to the delegates that we send from this country?

Colonel CARLSON. No, sir. This will pay expenses for holding a reception, for instance, for the entire Congress, including all the members from foreign countries.

Mr. CRAMER. But it is under the sponsorship of our delegation?

Colonel CARLSON. It is our delegation's activities in the Congress.

Mr. CRAMER. The members from the United States will form the organizing commission and run the whole Congress if it is held in the United States?

Mr. SCUDDER. This is not to support the members who attend. Is not this amount of money provided to entertain and take care of the hosting of the convention delegates?

Colonel CARLSON. There is \$37,500—

Mr. SCUDDER. This convention is to be held here in the United States and the United States delegation would be hosting the people from the various countries?

Colonel CARLSON. That is right, sir.

Mr. BLATNIK. Any further questions?

Mr. ROGERS. Has it been held here before?

Colonel CARLSON. In 1912, in Philadelphia.

Mr. ROGERS. Was there an appropriation then, do you know, by our country for the hosting purposes?

Colonel CARLSON. Yes, sir. Congress appropriated \$50,000 in 1912 for this Congress.

Mr. BLATNIK. If there are no further questions, thank you, Colonel Carlson.

If there are no other matters to be brought up the hearing is adjourned and the matters will be held in abeyance pending an executive session of the subcommittee. The hearings are adjourned.

(Whereupon, at 12:10 p. m., the hearing was adjourned.)

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